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NEW DIRECTIONS FOR URBAN UNIVERSITIES: INTERNATIONAL PERSPECTIVES

Selected Presentations and Remarks from the Second International Urban Universities Conference

Prepared by Alan F.J. Artibise and Wendelin A. Fraser

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OF URBAN
STUDIES
UNIVERSITY OF WINNIPEG

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the Second International Urban Universities Conference

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PREFACE

This publication includes select presentations and remarks from a very successful conference held in Winnipeg in September 1986. The second International Urban Universities Conference was attended by over 150 university presidents, chancellors and senior administrators from Canada and the United States. There was, happily, representation from the United Kingdom as well.

This conference followed naturally from an earlier conference held in Tampa, Florida in 1985 (See Nevin C. Brown, ed. Public Universities in Cities: Challenges and Opportunities in Canada and the United States. Washington: National Association of State Universities and Land-Grant Colleges, 1985). The second conference expanded the geographical scope by adding to the list of speakers a representative from Britain. A third conference, planned for Chicago in 1988, will continue and, indeed, further expand the horizons regarding urban universities.

Any international conference is a challenge to organize and if it might be judged a success, it is only as a result of the efforts of many individuals at the University of Winnipeg, the host for the conference. As well, the participants in the conference deserve recognition as well. Despite the wide variety of people attending, the common mission of urban universities quickly brought conference delegates and speakers together for an exciting exploration of new directions for urban universities.

Special thanks must be extended to Nevin C. Brown, Assistant Director, Office of Special Programs/Urban Affairs, NASULGC. Nevin took on the major responsibility of locating and encouraging American speakers and participants and the excellent papers in this volume provide ample evidence of his considerable skills. Most important, however, Nevin performed his tasks efficiently and cheerfully. It is, in fact, hard to conceive of a successful conference of this sort without his help.

Alan F.J. Artibise
Wendelin A. Fraser
April 1987

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INTRODUCTION

Robin H. Farquhar, President
The University of Winnipeg

I am delighted to welcome you all to Winnipeg for this second International Urban Universities Conference. The first such conference was held one-and-a-half years ago in Tampa, under the co-sponsorship of the University of South Florida and The University of Winnipeg. The idea for it had emerged from discussions during the first joint meeting of the American Council on Education and the Association of Universities and Colleges of Canada, in Toronto three years ago. Those discussions indicated a growing interest among leaders of some city universities in developing institutions that are truly "of" urban centres rather than simply "in" them, and it was suggested that the executive heads of such universities on both sides of the forty-ninth parallel might benefit from an opportunity to come together and share their aspirations and experiences. This we did in Tampa last year, in association with the Urban Affairs Division of The National Association of State Universities and Land Grant Colleges (NASALGC) in the United States and The Association of Universities and Colleges of Canada, both of which are well represented here today.

The "Lead Hands" in putting that first conference together were Nevin Brown, NASULGC's Assistant Director for Urban Affairs, and Alan Artibise, Director of The Institute of Urban Studies at The University of Winnipeg. Those same two "Tireless Wonders" are largely responsible for the arrangements for this second conference, which The University of Winnipeg is pleased to be co-sponsoring with the State University of New York at Buffalo, and Steven Sample and I are deeply indebted to them and their staffs for that work.

In my introductory comments at our first conference, I drew on some of the work by Seymour Lipset to illustrate the view that, while those of us endeavouring to lead truly Urban Universities in the United States and Canada have many aspirations and challenges in common, we pursue these within contexts of urbanization that are characterized by some significant differences, and we can help each other not only by exploiting our commonalities but also by understanding our differences. Since then, the Canadian author Richard Gwynn has published a book entitled The 49th Paradox, in which he extends some of the distinctions drawn by Lipset between Canadians and Americans. For example, an excerpt from that book published in the October 20, 1985, edition of the Winnipeg Free Press contains several "Gems of Wisdom" such as the following:

- Canadians are less prone to murder, rob, rape and mug than are Americans. They are decidedly more relaxed about sex: 48 per cent of Canadians but only 36 per cent of Americans think pre-marital sex is "ok," or did in 1977, and many more Canadians take a ho-hum attitude about nudes in magazines. Canadians save twice as much, and are much more timid about either investing in stocks or in trying new consumer products.
- More than one in four Canadians (29 per cent) live in metropolitan areas with a population of at least one million...only one in twelve Americans (8 per cent) lives in a comparable urban agglomeration.
- Much of the Canadian character derives from its Northernness: Reticence, Pragmatism, Wariness of Public Display, and, far from least, "Puritanism Tempered by Orgy," in William Kilbourn's wonderful phrase. An awareness of the fragility of civilization in a sub-arctic environment, or just the social-levelling experience of getting splashed by a passing car, does make a people skeptical-ironic.... Without that northern presence stretching behind it almost to the pole, Canada really would be just a Chile laid on its side along a latitude.
- Canadians have figured out how to make their cities work for them; Americans work in their cities and live outside them.
- The Canadian particularity, the source of its distinctiveness as a society within North America, is to have found a way to transplant... essentially rural virtues into its cities, and to have preserved them there. Canadian cities today are confederations of communities rather than urban agglomerations....That is why Canadians are different.... Canadian society isn't anything like as dynamic and as creative as American society; but it works.

I could go on, but that is enough to illustrate the point that there are some significant socio-cultural, historical, and demographic differences between Canadian and American citizens.

Some of these differences have implications for what we are about at this conference. In distinction from our American counterparts, the vast majority of Canadian universities are located in major urban centres. Consequently, the idea that an urban university is something unique and distinctive naturally comes much more readily to our American colleagues than to us. However, in recent years there has emerged a sense among some Canadian university leaders that there is more to being an urban university than simply having one's campus located downtown. It is this sense that led to our interest in conferring with our more experienced American counterparts to explore and develop the concept of urban universities as distinctive institutions, to identify their unique characteristics and responsibilities, and to learn from the actual experiences of each other. Thus was launched this series of periodic international conferences on urban universities.

In this conference, we have sought to extend our scope some what by including English-speaking participants from other countries (notably Israel and the United Kingdom), adding Deans, Vice-Presidents, and other central administrators to those invited, and including some key urban leaders from sectors outside the university itself. In addition, we have placed more emphasis in this year's conference on the sharing of recent case studies so as to enhance the reality of our deliberations.

While you are here, I hope you will have an opportunity to learn something about Winnipeg. It is a city of historic significance, located at the centre of Canada's east-west and north-south trade and transportation routes, the heart of our crucial grain industry and the home of our commodities exchange, both a mixed industry and agricultural centre, and highly multicultural in nature. It is among the world's coldest cities and is currently characterized, as you will see, by a good deal of urban redevelopment through the cooperative efforts of three levels of government, the private sector, and various service agencies including educational institutions like universities.

This afternoon, you are invited to a reception at The University of Winnipeg Athletic Centre and brief tours of our downtown campus will be provided for you. Following that, we shall enjoy a dinner cruise which will give us an opportunity to see the city as our first settlers conceived it, from the rivers that shaped decisions to locate the city here but that are only now being rediscovered as a resource to be developed in improving the quality of our urban life. After this afternoon's session, you will have an opportunity to freshen up and change your clothes (if you wish) for the reception on campus and the dinner cruise. Please dress informally for those events; street-wear will be sufficient because the boat is covered and comfortable. Buses will be available to transport you from the hotel to the University, and from there to the cruise boat, at the times indicated in our program. The staff at our registration desk will be pleased to help you with any questions or interests you might have related either to the conference itself or to your activities while you are here in Winnipeg.

In conclusion, let me emphasize how pleased we are that you have come and express my best wishes for a most fruitful and enjoyable experience while you are here with us. It is our hope that you will find this conference to be sufficiently valuable that we can agree, before it's over, to continue this important series.

Thanks again for coming.

THE UNIVERSITY: AN EXTRAMURAL PERCEPTION

Robert P. Purves, President
Inter-Ocean Grain Company Ltd.

"From the perspective of a member of the community, what are the views on the particular roles and responsibilities that are (or should be) appropriate for universities which are located in the heart of major urban centres?"

A bold challenge that Dr. Farquhar addressed to me some eight months ago. Bold because, as a barrister will attest, there is always great risk in asking a question when you are not sure of the answer you will receive. Dr. Farquhar is aware that I have sometimes been kindly referred to as being forthright.

A little knowledge is a dangerous thing. While I have had some exposure to the activities of some urban universities, it would be presumptuous of me to assume an appreciation of the programs of even a significant number of the urban universities represented here today. I approached the subject matter with some diffidence.

In addressing my task of outlining the perspective of the community, it was appropriate that I should ponder the interface between the community and its urban university to assess its mutual understanding, strength, and commonality of purpose. For several months I have conducted an unscientific survey of the perceptions of the University by my friends, associates, and colleagues in several cities in Canada, and some from the United States, Europe and Australia. My informal research has confirmed my misgivings. With, of course, some individual exceptions, the general response was a lack of concern bordering on indifference. A lack of understanding and appreciation was general but there was never a hint of a negative attitude. Perhaps the perception that I observed could be likened to that accorded to a public utility. The water should flow, the lights go on, and the buses should run, all with a presumed relative efficiency, but without any personal identity, understanding or concern.

It was not much of a beginning for the task assigned to me.

This apathetic perspective on the part of a significant sector of the community prompts the necessary question "does it matter?"

At one time in the history of universities, the opinion of the merchant, the artisan or the freeman had little consequence. If the appropriate authority, ecclesiastical, civil or in more recent times benevolent, thought well of the university, its continuance and its independence were assured. Today in public universities a substantial part of the financial resources come from the state. Governments are pressed for funds and every expenditure is examined against the priorities expressed by the community. The perceptions by the members of the community of an institution are reflected in the actions of our legislators.

In politics, perception is reality.

The alternative source of funds for the university is the private sector, and here also an informed community that has developed a personal identity with the urban university is a prerequisite to positive support.

Notwithstanding the efforts of universities to cultivate their constituency, notwithstanding the dismantling of the ivory towers and the university walls, there still exists the vestiges of "difference" if not "separation," in the minds of academe on the one hand, and the various public communities on the other.

It is essential for the financial strength of the university and the intellectual strength of society that this gulf should be overcome.

At the first Urban University Conference a year ago, Dr. Frank Horton, then Chancellor of the University of Wisconsin-Milwaukee,[1] said "We have worked hard to build bridges to the local community including other institutions, politicians, business and industry. We have aggressively pursued funds. It hasn't been just a matter of being part of the community, it has been a matter of being able to serve the community and increasingly the entire state properly. Without the active support of our communities and their leaders in all sectors, we can't hope to succeed in the challenging economic climate ahead."

I fully support this statement, with one important modification. The symbolism of building a bridge implies of necessity a firm foundation at each terminus. At one end we would have the university as an institution, as distinct from the faculty, students and administration as individuals, but at the other end, the community is too diffuse, too fragmented in an organizational sense to effectively accept a symbolic bridge. The concept of a bridge also has the disadvantage of being subject to congestion or even worse to be flawed in its design, direction or administration.

In my view it is essential that we adopt the concept of the geodesic structure developed by R. Buckminster Fuller to fill the gap between the university and the community. Unlike other structures its strength increases logarithmically with size. The multitude of connections in every direction makes the failure of one or several segments relatively unimportant. It is my very firm view that an informed and favourable mutual perception by the university and the community with respect, understanding, and appreciation, can only be secured by promoting a personal relationship between the members of the two communities, academic and public.

The community is entitled to know their urban university as a group of intelligent, interesting and concerned individuals whose energies and abilities are coalesced and co-ordinated by the university for the benefit of society. The members of academe are entitled to know the community not as an amorphous group with various interests but as individuals, who also are intelligent, interesting and concerned, and who in their vocational and advocational activities also make their contribution to benefit society. These favourable perceptions can only be achieved when they are founded upon the interaction of individuals and the development of personal relationships.

The raison d'etre of the university is to perpetuate, generate, and disseminate knowledge. Contemporary universities have chosen to perform their role by teaching, research, and professional service. Here I use the word professional service in the narrow sense as defined by Elman and Smock[2] "Professional service herein refers to work that draws upon one's professional expertise, and is an outgrowth of one's academic discipline." I have some concerns about this definition to which I will return shortly.

I would propose that there are two additional functions unique to the urban university. Firstly, the university should be perceived to be an accessible repository of knowledge. Here the operative word is accessible. Secondly, it should pursue community integration. It should strive to be recognized as a dynamic and essential constituent part of the community. The concerns, deficiencies and educational and intellectual requirements of the community should be understood to be the subject of the university's activities.

I hasten to add that by community integration, I do not suggest that there be any compromise of the independence of the university nor of academic freedom.

I propose that these five functions: teaching, research, professional service, accessible repository of knowledge, and community integration be denoted as the five pillars of an urban university. I would ascribe these five functions to the five classical orders of architecture, Doric, Ionic, Corinthian, Tuscan and Composite.

The Doric order is the oldest and strongest and represents teaching. Its column is fluted, representing the many disciplines of teaching. Its capital, simple, direct, and elegant of form, is appropriate to the primary function of teaching.

The Ionic order represents research. It also has a fluted column indicating diversity of interest. Its capital is characterized by four volutes reaching out in different directions just as research reaches out to new horizons. The shape of the volutes being a spiral indicates the processof proceeding from the general to the specific, from the unknown to the known, and from a diversity of information to the point of truth.

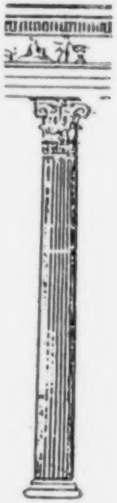
THE FIVE PILLARS OF THE URBAN UNIVERSITY

Doric

Teaching

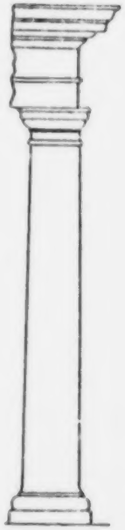
Ionic

Research



Corinthian

Public Service



Tuscan

Accessible
Repository
of Knowledge

Composite

Community
Integration

The Corinthian order represents professional service. It has a fluted column, and the capital is decorated with a profusion of acanthus leaves denoting the multiplicity of the activities of professional service.

The Tuscan order represents the accessible repository of knowledge. It is a plain, near cylindrical column with a capital similar to the elegant Doric. It has an appearance that conveys strength and in buildings of several tiers, it was used at the base as the foundation for the upper levels, adorned by the other classical orders.

The Composite order represents community integration. Its fluted column is indicative of diversity. Its capital contains elements of Ionic and Corinthian, research and professional service. Its name denotes all of the functions of the university incorporated in community integration.

These five pillars also denote the five fundamental principles or characteristics of a university, knowledge, excellence, beauty, longevity, and independence or academic freedom.

I would like to refer briefly to the characteristic of longevity. In an address at the convocation of the University of British Columbia last May, the Right Honourable Brian Dickson, Chief Justice of the Supreme Court of Canada[3], said: "Universities have existed and struggled and ultimately flourished over 700 years." "It is a remarkable thing," says Father James McConica, lifelong scholar of Sir Thomas Moore, "that there seemed to have been three mediaeval institutions which survived all of modernity and continued to flourish today - Parliament, the common law, the university." He is right. Over the centuries we have suffered wars, plagues, epidemics, widespread ignorance. Yet universities have continued to stand through all of this as beacons of knowledge and humanity. Plus ca change plus c'est la meme chose. As it applies to universities, there are two concepts, changing environment, and survival or longevity based upon fundamental principles. Universities have survived the tides of time, by changing and adapting process and function, without compromising principle.

The pillars of the classical orders of architecture are particularly well suited to represent institutional independence and academic freedom. Unlike a wall or buttress, the pillar is free-standing in fulfilling its function of supporting the whole in a manner graced with elegance, beauty and with the flavour of antiquity.

Perhaps I am too bold in proposing the two new functions, accessible repository of knowledge, and community integration, be added to the existing three; teaching, research and professional service. I am aware that there already exists some controversy over the recognition of professional service as an equal function with those of teaching and research and that there is some difficulty in adapting the existing structure of recognition and reward in the university to the activities of professional service.

I believe that each of the five pillars should be regarded as essential to the discharge of responsibility of the urban university. That does not imply that each of the functions should place the same demands upon the human, financial and physical resources of the university. They should all, however, be of primary importance in the development of its policies and programs.

Dr. Farquhar in a paper addressing "Traditional Values in the Contemporary University"[4] in defining the service role includes "access to facilities and resources, through constructive criticism, through clinical application, through social activism, through staff and student volunteerism in the community, and good corporate citizenship in general." This, in part, is community integration. I am proposing that these activities be recognized as being of prime and distinct importance, and declared to both the academic and public communities as component parts of the five pillars that are unique to the urban university.

The university historically has been and is now an acknowledged repository of knowledge. This knowledge resides in both archival and human form. I believe the urban university has a particular responsibility to make this knowledge accessible to the community. Universities through their departments of extension and continuing education and the limited offering of library facilities attempt to fulfill this function. Many of these programs are largely supply driven. Policies need to be developed to ensure that the availability of knowledge is responsive to the requirements of the community.

In my informal survey and in monitoring requests for knowledge by my associates, I have determined that very rarely is the university regarded as a principle source of knowledge in the community. Yet, if you wish to take a course in any subject, one can usually find it available in every major urban centre. However, for specific questions the usual process is to consult friends, colleagues, dictionaries, encyclopedias, public libraries, cultural organizations, and even the press and radio. If one refers to that most ubiquitous reference source, the telephone book, under the heading of the local urban university, one might expect to find a number for inquiry or information. In most cases that number is that of the administration office or it is perceived to be so.

I would suggest that urban universities develop, promote and advertise a program that would solicit inquiries and requests for information by telephone, mail or in person. Such an inquiry program could well lead to interesting and relevant topics for research and to contract consultancy.

The urban university must be perceived to be an accessible source of knowledge. How can this be done? For each community and each university the programs will be unique. I would like to give a few examples that I have observed.

While in London a few months ago, I spent an evening with a friend, Dr. Michael Branch, Head of the School of Slavonic and East European Studies at the University of London. He outlined for me their "Background Briefings" which I regard as an excellent example of a program designed to make knowledge accessible to the community. The university outline says in part:

> Background Briefings have become a regular feature at the School since they were first launched in 1978. They are attended by members of the press, radio and T.V. and by representatives of government agencies and commercial firms as well as by staff and students. Their aim is to provide a forum where all people closely interested in the Soviet Union and eastern Europe can meet and discuss academic and topical develop-

ments in depth. According to demand, the meetings are held three or four times every year.

Their most recent briefing was on the subject of the disaster at Chernobyl. About a month after the event, they assembled experts in nuclear physics, Soviet energy policy, agriculture, the Communist Party of the Soviet Union and others to present an in-depth review of the impact of the accident, following which the forum was open to discussion. In the opinion of Dr. Branch, the Faculty members gain a valuable insight from the views expressed by the informed and knowledgeable participants. My disappointment came when I learned that this program was not followed by other departments at the University of London. It would seem to me that this type of forum would be an excellent vehicle to enable most departments to relate to their relative constituencies in the community.

A few years ago Dr. Roland Grandpre, Dean of the Faculty of Management, University of Manitoba, introduced two programs directed at cultivating a personal relationship between the Faculty and the business community in Winnipeg. He introduced a series of luncheon lectures which are held three times a year, attended by about 120 business people. They provide the guests with an opportunity to meet with faculty members and senior students and to hear a presentation on a topic of current interest by a member of the faculty. These executive update luncheons have become very popular and successful.

He has also instituted a program of Associates of the Faculty of Management, that now has over 200 members. They are invited to attend three in-camera sessions each year at which a prominent business person addresses a topic of current interest followed by an active discussion period. There is an M.B.A.-For-A-Day Program where 25 Associates at a time participate for one day in regular university classes followed by a de-briefing session. At the Annual Meeting of the Associates, recognition is given to an outstanding Canadian business person. The Associates are also invited to pledge a contribution of $1,000 per year for 5 years to the faculty for a variety of support and development purposes. Dr. Grandpre and his faculty have truly been successful in making knowledge accessible, and in community integration.

A year and a half ago, my wife and I attended an evening devoted to research in the liberal arts and humanities at the home of Dr. George Connell, President of the University of Toronto. There were some one hundred guests from the business community and, following a period of mingling, a presentation was given by each of nine faculty members from the University on their particular research program. These varied from the editing of a new "Atlas of Canada" to the economic and social relevance of street pageants in the towns of mediaeval England. The energy, commitment, and dedication of the faculty members was most impressive. The guests that evening learned something of the quality, vitality, and importance of the research in these arcane subjects. It was an exciting evening and made a great step forward in community knowledge and in generating an understanding and appreciation of the University by influential members of the community.

I may have been unduly sensitive, but I was somewhat taken aback in reading the Elman and Smock report in referring to professional service, to encounter "such activities do not include work which fulfills one's `civic duty,' work for professional organizations or work for committees within the academic institution." To me this goes beyond the need of an exclusion or a definition and leaves me with the impression that these "civic duties" are demeaned. It is not sufficient to argue that because these activities are difficult to evaluate and thus to reward and recompense faculty members that they should be regarded as less important to the individual, to the university, or to the community. The private sector has found adequate mechanisms to reward those who are active in civic duties or work for professional or industrial organizations. Corporations make provision for time required by their employees involved in these activities. They regard it as a positive reflection on the organization. Society itself rewards participants in community affairs by approbation and respect.

Community integration, to be consistent with the concept of the geodesic structure, must consist of a multiplicity of personal relationships. There are limitations on what can be accomplished by an urban university as an institution. I would propose that faculty members, support staff, and administrators should be encouraged as a prime priority to participate actively in community affairs as directors of public corporations, public governors of self-regulatory, industry or professional bodies, or as volunteers in religious, cultural, athletic, sporting, political, social, or intellectual organizations, or in foundations raising money and supporting research in medicine, the natural sciences, or in the social sciences and humanities. By so doing, they will be opening a door to the university for their many colleagues in their avocational activity and they will better understand the needs and aspirations of the community and help direct activities of the urban university to be more demand driven.

If community integration were regarded as a primary function of the urban university by the students, surely with their inventive energy, they would devise appropriate activities that would reflect well on the institution and help to inform the members of the community of the contribution by the university to society.

Policies and programs must be developed to encourage the participation and involvement by members of the community in the intellectual activities of the university. I would propose that the horizon of the existing alumni organization be broadened to recruit interested and concerned individuals who live and work within the immediate jurisdiction of the urban university as "members" of the university. The perception of the urban university by a "member" would be one based upon information, understanding and a personal commitment to the institution. It would be a very different perception from that of the student, who in some ways regards his relationship with the university as that of a client or even a customer.

Our cultural groups have made an outstanding success of recruiting members who are encouraged to participate in the activities of the organization. Art galleries and museums are primarily repositories of knowledge. In recent years they have extended these activities to include education. By aggressively expanding their memberships they have developed an access to funding by the private sector and have a strong base in their negotiations with government. Members perceive no difficulty in achieving access to knowledge at these institutions. The Winnipeg Art Gallery has a membership of

5,000, just under one per cent of the population of the City. It would appear to me to be reasonable to believe that there would be as many of the citizens of the City interested in the intellectual challenge and essential functions of the urban university in our City. A membership of 5,000 informed and concerned citizens would be an important adjunct to the urban university in its need to be recognized for what it is by our citizens and political leaders.

Most of those who live and work in an urban area, who would be potential members of the urban university are graduates of universities elsewhere, and who maintain their allegiance to those institutions as alumni. Ours is a mobile society in which urban areas have a substantial proportion of migrant residents. Upon relocation, one would expect to establish new associations with religious, professional, cultural, leisure, volunteer and local community organizations. Would it not also be logical that some would wish to associate with the resident urban university to participate in seminars and programs directed to them as members, or partners in the university process, to have an opportunity to meet with faculty members in the disciplines of their interest, to receive a regular bulletin similar to an alumni journal but directed to them as members within the community and to attend an annual meeting and hear reports of the activities of the university? Informed, knowledgeable and concerned members would make an important contribution to the university and to the development of policies and programs relevant to the community.

In recent years the Business Higher Education Forum in the United States and the Corporate Higher Education Forum in Canada have been eminently successful in promoting research, policies, programs, and personal relationships that will serve to unite the two communities of the university and the corporate sector. They have had a long road to travel. Mr. Alex Curran, President, S.E.D. Systems Inc., in a recent address to the Association of Canadian Community Colleges, in referring to a very successful meeting of the Corporate Higher Education Forum said:

> I was impressed by the change in attitudes which has taken place over a very short time. To illustrate: just six years ago a somewhat similar meeting was held under the sponsorship of the Canadian Manufacturers Association. The tenor of the meeting was encapsulated in

the introductory remarks of the first two speakers. One, an industrialist, knew that there was no value in talking to Canadian university researchers for they had no interest in anything practical. The second, a professor, knew that there was no value in talking to Canadian industry for industrialists had no technical capability to profit from his research. The meeting went downhill from there. Clearly in 1980 in Canada, business and academia were two solitudes.

It is with enthusiastic support, that I acknowledge these conferences directed to the issues peculiar to the urban university. The problems and opportunities considered here will set the future course. In particular I would acknowledge the leadership demonstrated by The University of Winnipeg, the University of Southern Florida, and the State University of New York, Buffalo, and those individuals who were personally involved in the conception and execution of these conferences. It has been a great step forward. The urban university is both young enough, and mature enough, to accept its status. Given a clear mandate it should be flexible enough in its processes to adjust speedily to the swift changes of modern times. Those who would mould their fortunes might take comfort from the motto which Michael Agricola, Bishop of Turku, in what is now Finland, in 1530 ended the preface to his New Testament - "nothing can be begun and perfected at the same time." So much has been begun and surprisingly much has been accomplished in a remarkably short time.

The five pillars of an urban university: teaching, research, service, accessibility and integration, represented by the five classical orders of architecture, Doric, Ionic, Corinthian, Tuscan, and Composite, must be better understood by the community who will then have a proper perspective of the essential university presence in our urban community.

The strength, beauty, evolution, and longevity of classical architecture would not be complete without the inclusion of all five orders. So it is with the university in an urban community, it must pursue all of its five functional pillars.

The recognition of accessibility and community integration as prime priorities of the urban university will necessitate some changes or modifications of the present practices in the university. We must recognize that the peer review process by its very nature inhibits change. There is great pressure on a faculty member to discharge his responsibilities to academe in a matter similar to that followed by his colleagues and predecessors. The university is known for its diversity of intellectual freedom. Is its adaptation to change to be inhibited by convention and structure? Can the university community incorporate into its value system the necessary prime functions of accessibility and integration?

I assure you that the public community would be receptive to an invitation to support the urban university by a mechanism that involves a personal commitment and participation as their part of the process of community integration.

I would like to conclude with a quotation that will be familiar to some of you.

> The heart may conceive
> and the head devise
> In vain
> If the hand be not prompt to execute the design.

NOTES

1. Frank E. Horton, "Universities in Cities: The U.S. and Canadian Challenge," in Public Universities in Cities: Challenges and Opportunities in Canada and the United States, comp. Nevin C. Brown (Washington: NASULGC, 1985), 2.

2. Sandra E. Elman and Sue Marx Smock, Rewarding Professional Service (Washington: NASULGC, 1985), 12.

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4. Robin H. Farquhar, "Traditional Values in the Contemporary University."

UNIVERSITIES AND WORKER EDUCATION PROGRAMS

Joseph S. Murphy, Chancellor
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This may not be the best of the seasons in which to talk about progressive or humane policy initiatives. In the United States, this is an era of privatism and a decade of retrenchment. It has been eight years since California voters approved Proposition 13 - and there has been no move to repeal it yet; six years since Ronald Reagan's first national landslide; five years since the great tax cut and the start of the defense buildup. These have been arduous years for all of us in higher education; for those of us who work for urban institutions, and whose constituencies are the socially or ethnically or economically disadvantaged, they have been disastrous.

The difficulty is not just that federal support programs are being cut back - or even that we confront a host of demographic and institutional problems that would have plagued us even in the absence of a hostile national administration. The difficulty stems more from a crisis of confidence - a sense of self-doubt engendered by shortsighted national leaders, to be sure, but perpetuated by ourselves as we lose sight of our ultimate liberating mission in society.

We fight the adverse national political policies, and sometimes we win but in so doing, those of us who lead institutions or collections of institutions have fallen into what I believe is a destructive pattern of behaviour. We engage in an almost pathetic attempt to justify our existence in terms defined by our adversaries. We try by economic calculation to prove that our benefits outweigh our costs. We try to show how much we add to something called the American capacity to compete in world markets, we talk about the multiplier effects of dollars spent on university-based research, and we talk about the savings we produce in welfare and prison costs.

What we fail to do is to explain to a dubious public why colleges and universities ought to exist. Our reason for being is not to turn a profit but to advance an ideal - and no matter how much time we have to spend convincing government and the leaders of corporate society that we represent a good investment, we should never forget that what we offer is not designed to be amenable to the cash register method of determining social worth.

Today, as I have on other occasions, I want to discuss education for workers. As I do so I want to try to resist the temptation to be narrowly pragmatic; to some extent I want to talk about the vision that has guided these kinds of programs in the past and about the concepts that shape the programs that we offer today. I do intend to suggest some steps that government should and must take to encourage a broad national effort and I want to answer very briefly the questions of unions and academics about what's in it for us. But as I relate the vision to the program I want to try to keep prominent the issue of fulfillment of mission, not of return on investment: the attainment of a society in which fundamental knowledge, like fundamental power to control events, lies within the reach of every adult individual.

"Worker education" is a phrase with a radical ring, but the concept of education for working men and women is neither new nor revolutionary. There are programs at a hundred colleges designed to do that, and there have been efforts in this direction for many years. If we define education for workers broadly enough it encompasses everything from continuing studies programs to job retraining to most of what we used to call "Adult Education." Such programs are valid and worthwhile and there should be more of them. But even their staunchest advocates would concede that their impact is limited and that they represent at best a vastly watered-down version of what worker education programs were initially designed to be.

Essentially the "worker education" movement is an American permutation of a rather radical European invention. Many of you may be familiar with the programs that flourished on this continent in the first third of the twentieth century, like the Johns Hopkins Workingman's Institute and the Bryn Mawr summer school for women workers. Efforts like those had their roots in programs abroad designed to break the back of a rigid European class structure. Their British and Italian and French creators recognized that an ignorant working class was a class unequipped for social revolution; only with education would come an understanding of social and economic reality and a capacity to change that reality. The Old World worker movements were not oriented toward some value-neutral search for enlightenment; they were a prelude to political action. And there was more than a little of that here. At American Worker Education conferences in the early part of this century, delegates talked not just about teaching basic literacy and American civics to the final wave of immigrants, but about class struggle, class war, and worker self-government in industry.

To those of us with a sense of the romantic appeal of revolutionary rhetoric, those sentiments strike a responsive chord. And they fit very nicely into our vision of what American life must have been like in the 1900-1910 decade, when people debated Marxist theory as something more than an abstract intellectual concept, and when ideologies ranging from anarchism to social democracy competed for working people's hearts and minds.

Yet there were no major, successful radical uprisings in the United States or Canada - at least none not eventually co-opted or defused. We must leave to historians the question of why not; for us, today, the relevant point is that the "working education" movement, like the workers' movement of which it was a part, became in the late 1930s - if not before - something not very revolutionary and perhaps for that reason not very interesting.

By the New Deal years, what was called "worker education" had become a collection of programs run not for the masses but by and for unionists, designed to enhance unions' abilities to organize and to bargain. There was no formal link - with only the odd and quixotic exception - between American labour and higher education; few in either camp saw much community of interest. Unions existed to provide economic security. Universities existed as the province of the economic and social elite. We did not educate their workers, and they did not bother with our campuses.

All of this began to change in the years after World War II. In the United States the GI Bill took a giant step toward making higher education a reality. Inevitably, if slowly, the universities focused their concerns and their curricula on non-elite causes and aspirations. Moreover, by the 1950s unions had become even more respectable bulwarks of the status quo - and the feasibility of linkages with such other bulwarks as the academic community became obvious. So at public and private institutions alike we began to see programs in industrial labour relations that now and then reflected something other than a management bias. Some colleges offered special training programs for union leaders. Some campuses organized.

But even then not much was done in terms of formal, structured outreach efforts to educate working men and women. It was not that higher education rejected the concept; it was simply that our agenda was too crowded with other issues. The postwar era was a period when we stretched our resources to accommodate the baby-boom generation - or at least the middle- and upper-class members of that generation. We cashed in on a public interest in research and we made the megaversity a permanent fixture in North American life. That may have been about as much as one generation had the energy or the vision to accomplish.

But we ignored a quiet, growing need, and we ignored forty per cent of the population in the process. Mass higher education systematically excluded most of the people old-left theorists would refer to as the masses: a few blue-collar families sent their children to college but the percentage never went close to the middle-class norm. People who had opted out of school in their teens were, as far as the academic community was concerned, out for good: for every adult learner in a community or senior college there were many who might have wanted to come but were kept away by fees or schedules or fears or the oppressive realities of daily working life. Our ways of doing business were geared to middle-class values and middle-class habits, and we exhibited little interest in making ourselves more flexible.

Yet the reality was that working people excluded from educational opportunity were growing more disadvantaged in terms of their ability to survive on this continent with every passing year. At some point in the 1960s the typical American job became white-collar, and good white-collar jobs require credentials and degrees. The massive recessions that put millions of industrial employees out of work began in 1970. The growth economy that promised our parents that their children's possibilities would be unlimited became an historical artifact by the time of the first energy crisis in 1973. And through all this most of the underclass stood by powerlessly - unions fighting a rear-guard battle to avoid giving back what they had won through decades of struggle, unemployed workers struggling to understand what had happened and how to keep it from getting worse, minority community people trying to figure out why legal equality had not lifted more of them off welfare and out of the secondary job market. Few of the disadvantaged - far too few - made any connection between the reality of their lives and the realities of our political and economic system. How could they in the absence of any training in philosophy or economics sociology or history - the things the old worker education radicals had wanted to inculcate in the working classes?

What we had created without realizing it was a system of class differentiation that suited powerful economic interests perfectly: A middle class technically trained to fill corporate needs but largely unconcerned with the philosophic underpinnings of corporate society - and a working class economically powerless and intellectually unequipped to ask why.

But we could afford to spend very little time or energy worrying about that rather perplexing phenomenon; by the 1980s, as I do not need to tell this audience, we in academia had problems of our own. The recessions hit us just as our traditional constituency started dwindling. Those students who came wanted skills that would lead to jobs and if we would not offer that to them, they would go somewhere that would. Our status in society and our claim on society's resources had fallen mightily and continues to drop today.

Obviously we had failed - not to fulfill our primary mission of education and scholarship, but to communicate to a broad constituency our sense of an intellectual ideal. We became by this decade, in too many cases, nothing more than miniature replications of social order's status quo: professional elite institutions for the wealthy, managerial training universities for the middle class, urban public vocational institutions for the ambitious and insistent among the poor. That was how the public and its elected representatives envisioned us. That was how many of us saw ourselves. And nowhere in this vision is there much concern with providing those who are most desperately in need with the intellectual tools that broadly-based schooling in the nature of society and the nature of human life can provide.

Perhaps I castigate myself and my colleagues unfairly here: there were and are glorious exceptions to what I have just said. But my central thesis is valid. The academic community has offered to society in general, and to working men and women in particular, too little and too late by way of intellectual advancement and the resulting capacity to control social forces rather than be controlled by them. We have been too reluctant to utilize our resources in the kinds of cooperative and innovative ventures with unions and others who represent working people that would help us fulfill what all of us should recognize as one of our central purposes in being. From the point of view of simple self-interest we have failed to capitalize on a market as important to us as we are to it.

I would like to think that we, at my own institution, have taken some steps to remedy that deficiency, and so, undoubtedly, have some others. The City University of New York offers a liberal arts baccalaureate program, under the auspices of City College, at the Centre for Worker Education in downtown Manhattan; there are now about 550 students enrolled there from the Communication Workers, the Teamsters, and other unions. What makes that program work is the fact that it is oriented to people's schedules and interests, and that our courses are structured in a way that recognizes the actual needs of people who work eight hours a day, usually have children at home, and desperately want a credential to improve the quality of their lives. (I say "credential" rather than "education" simply to recognize the fact that it is the degree rather than the course content that most working students say they are pursuing; in that sense, regrettably, they differ only slightly from most of our conventional students.) What makes it worth the effort is the fact that we are not doing job retraining or upgrading employee skills to better serve the corporate/government economy; instead of that, we are giving these 550 people a basis on which to reevaluate the merits of that economy and their own role in it. That may not be what drew them to City University, but it is the most vital thing they take from us when they leave.

We are doing other things involving workers - an associate degree program with the Teamsters at one of our community colleges, an adult literacy program for 3,000 workers from several unions, and even a master's program in urban management in conjunction with the Teamsters local that represents city analysts. These latter efforts are practical and vocational, because that is what the workers want. But we guarantee that they are not limited to that; we do not read aloud from Marx as we do the technical course work - as the early worker education people did - but we make sure that there is some liberal arts and social science content integrated into the operation.

Our experience with these programs has been short. But we know enough by now to say that they work - and they work for three reasons:

- They reflect a commitment to academic concepts and valid intellectual standards of academic content.
- They capitalize on what we have to offer unions and what unions have to offer us. We retain control over standards, curriculum and selection and retention of faculty. On all other matters-scheduling, fee structure, publicity, and student recruitment - we work with the worker organizations and in some cases let them take the lead role. The result is a collaborative effort in which all parties have a vested interest in success.
- We have mechanisms for evaluation to help us assure that we are meeting the needs of our students, our union constituency, and our own institutions; we are willing to make modifications where we find that the program is serving something other than its stated purpose.

We can do more at The City University of New York - but the more important truth is that it is time for the academic community and the labour movement generally to begin to work and plan together for something much more universal. It is time for a set of coherent national policies that meet working people's needs and draw upon the education community's resources. It is time for government in the United States particularly - which has for five years turned its back on both colleges and on workers - to establish policies that help us help each other.

What I propose for the United States is a four-step federal program to make education for working men and women in America a viable possibility. It builds on a radical tradition, but it is reformist rather than revolutionary, and relatively low-cost. It does not solve all our problems, but it creates a foundation for a vigorous program for the future.

First, the Congress should open all federal financial aid programs to part-time students. Technically Pell grants and the loan programs are already accessible to part-time students. Realistically they are not; the information about how to apply does not get transmitted, and the formulas are rigged to make it hard to establish eligibility. If we want to open education to working people, Congress must mandate that student aid is available to part-time students in practice as well as in theory.

Second, Congress ought to assure that any tax reform measure it approves provides an income tax exemption for employer-paid education benefits whether or not the training is specifically related to the job. This is a mobility exemption; it lets janitors train to be computer programmers if their companies will pay for it - and it gives unions a strong impetus to bargain for that kind of training in their contracts.

Third, Congress should revise the counterproductive unemployment system regulations that most states impose to discourage people between jobs from getting anything other than job-skill-related training. Currently it is up to the states to decide which if any education programs are appropriate for people on unemployment benefits. Only rarely do they approve anything that is not focused on vocational skills. This means that the unemployed steelworker or clerk, who wants to move out of that narrow life track that has dead-ended for him already, cannot do so if he relies on unemployment to pay the rent. In a society that supports the idea of personal mobility this is preposterous. We ought to want people to develop broader competencies and stronger bases of social understanding, and our policy should be to encourage people who are out of work to do that.

Fourth, Congress should approve a modest grant program for innovative and replicable adult learner programs - for curriculum, planning, training, and recruitment. We know intuitively that some things work and some things do not - that job-site programs work for some kinds of workers and others ought to be integrated into regular classrooms, that weekend courses serve some people's needs better than others, and that some people need highly specialized counseling and others can guide their own course. But there is far too little in the way of a formal body of knowledge to guide us.

These are modest proposals, and simply set the frame work for action. The real responsibility for educating workers in the United States belongs not to the Congress or to the administration, but to us and to the people who represent the men and women in the ranks of American labour.

Some within and outside the union movement might ask, reasonably if narrowly, what really is in this for them. After all, educated union members may move up and out: remember, we live in a society where personal upward mobility is still the preponderant economic dream. Unions struggle even now to retain their constituency; why should they support or fund programs whose effect will be to place workers on a managerial or professional ladder?

Progressive unionists already know the answer to that. First, the organizations exist to serve their members and access to education is what some, at least, of their members want. Second, even those whose education credentials ultimately move them out of the bargaining unit will - we hope- always retain some of their working-class perceptions and values and as managers will be able to act upon them. Third, vacancies in union ranks will be filled with new hires and avert the stagnation that some of the older unions face. And finally, most importantly, worker organizations that seek to advance a progressive agenda need members who understand enough of the social and political environment and of social and political realities of the past to know what progressivism is and can mean for us all. So there are good, valid, rational reasons for unions to support massive education efforts.

But why should we? Those of us who are academics, and the people we represent, earned our degrees and got our appointments in a traditional system. Those of us who are presidents and chancellors stay where we are because, to greater or lesser degree, we can articulate the best of the traditional values and can defend standards and selectivity as fundamental tenets of our professional life. Why should we expend time and political capital to educate those whom, to no personal or institutional detriment of our own, we have heretofore successfully and overwhelmingly ignored?

Enrollment shortages and funding declines provide the practical answer. But it is the wrong one.

Our true response is more complex but equally self-interested, since it pertains to the reasons for the urban university's existence as an essential element of contemporary society.

The public universities of our two nations exist today primarily and perhaps exclusively as the result of a protracted struggle toward equity and opportunity - an incremental struggle to include the excluded, to extend the benefits of a productive economy to the children of immigrants and the grandchildren of the enslaved, to bring the intellectual capabilities of our culture to bear on the problems of our time. Our purpose in being is, as it has always been, not just to generate and disseminate knowledge to the few within our classrooms, but to serve as a resource and a potential avenue of advancement to the vast population outside our doors.

We can only prosper in a political environment that holds human liberation among its primary goals. In any other setting, as we have learned in this decade, we must battle just to survive. So it is incumbent on all of us, in fulfillment of our mission and defense of the climate in which we can exist, to battle for progressivism and opportunity, for innovative approaches to difficult problems, and to work toward a system that serves every member of our community. A campaign that will focus around education for working men and women, like past campaigns for minorities and the disadvantaged, will give each of us an opportunity to play the advocacy role so central to our purpose in being.

Education for workers represents a perfect priority item for the academic community's agenda. It is a concept whose time has long since come - and that helps us build and maintain bridges with old friends and new allies in and out of the labour movement. It serves a major constructive social purpose. It builds on an inspiring tradition. It enables us to offer the best that we have available to men and women who may be among the best and most deserving on this continent.

MOTIVATION AND THE ROLE OF FACULTY IN PUBLIC SERVICE IN THE UNIVERSITY OF CALIFORNIA

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For well over one hundred years now federal and state governments have looked to universities to assist them and citizens in understanding new scientific and technical developments as well as major societal changes. Agricultural development has depended on land grant university involvement to meet the demands of changing technology and to improve genetic breeding for the production of food and fibre. Most recently the computer and biotechnology industries have a somewhat similar intimate relationship with universities.

The 1960s were characterized by student challenges to urban and international issues, which drew higher education into the caldron of political process and change, often alienating those in power. By the mid seventies several universities, among them Wayne State University, University of Maryland, and Pennsylvania State University, initiated programs which encouraged faculty to contribute to policy issues which would benefit state and local government, and reestablish credibility of collegiate institutions as state and national resources.

Another of those institutions, the University of California, will be discussed as an example of a research institutions' participation in public service. The University of California (UC), plus two national laboratory, multiversity located in five cities and six smaller communities. As such it includes agriculture as well as urban influences. On three campuses the land grant elements of the university exist side by side with basic disciplines and professional schools. Cooperative Extension, part of the university, serves all 58 countries of the state, with specialists on three campuses. Self supporting University Extension is part of each campus and specializes in professional continuing education. These elements provide part of the institutional image of the university as a provider of public service.

COMMUNITY-BASED CENTRES OF EXCELLENCE: A SUCCESSFUL INTER-INSTITUTIONAL URBAN EDUCATIONAL PROGRAM

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Introduction

We still know very little about the relationship between the urban university and its environment. In fact, we continue to grapple with the concept of urban university. Nevertheless, what can be observed with impunity is the incredible amount of diversity within urban universities and in their surrounding environment, witnessed by their quizzical set of roles, missions, histories, constraints and opportunities. This paper is not so ambitious as to disentangle the multitude of complexities, dilemmas and paradoxes of urban universities. Quite the contrary, one very important aspect of the urban university; the aspect of urban minority student access to higher education will be the focus. Specifically, a model and description of a successful inter-institutional community based education program, Centre of Excellence, will be provided.

If there is one facet of American higher education that poses important challenges, it is surely the issue of minority access. For the urban university a special set of challenges are evident. Debates regarding the issues of equality, quality and access must inform university policy makers as they respond to an increasingly minority urban constituency. The increasing presence of minorities in central cities highlights the importance of urban university linkages with other city institutions and resources in order to enhance the minority educational opportunities. Some programs designed to foster educational opportunities for minority youth already exist. The Upward Bound Program, Talent Search and other federal and state programs as well are excellent examples of efforts made by urban universities to increase the number of minorities attending colleges and universities. While these efforts have been exemplary, they have not been enough. Ironically, just as we are experiencing an increase in the numbers of minority high school graduates, we are experiencing a concomitant decrease in the number of minorities attending college. The need for innovative community based educational programs designed to increase minority participation in higher education has never been greater.

McKnight Programs in Higher Education in Florida

The McKnight Programs in Higher Education in Florida, hereafter referred to as the McKnight Programs, are a multifaceted set of programs with the primary goals of increasing the number of Black students attending post-secondary educational institutions and expanding the pool of Black college/university faculty. The Programs, funded by the McKnight Foundation, provide technical assistance and funding to accomplish this goal. The Florida Association of Colleges and Universities administer the programs. The programs are an outgrowth of meetings between Florida community leaders, educators and Foundation representatives held in 1983. The programs are based on an educational premise that views the educational process as a unified system. That is, the notion that what occurs in the learning process at the primary level has important consequences for postsecondary education.

The McKnight Programs are in the vanguard in their attempts to operationalize the idea of a unified educational process. In order to implement this concept the McKnight Programs have focused on all levels of education. Parental involvement and strong community-based support are the cornerstones on which successful implementation rests.

The major components of the McKnight Programs are:

1. The Black Doctoral Fellowship Program - designed to significantly increase the numbers of qualified Black faculty in Florida colleges and universities. This program provides $1,000,000 per year for three years for 25 Black doctoral students who pursue their studies in the state of Florida.

2. The Minority Junior Faculty Development Fellowship - designed primarily for non-tenured full-time faculty at the assistant professor level. This program allows for a non-instructional year to be spent conducting research, with the aim of improving

the quality of faculty teaching and research. This program provides $300,000 per year for three years.

3. Centres of Excellence - designed to increase the number of Black and other minority youngsters motivated, prepared, and qualified to attend colleges and universities. This program provides $100,000 per centre for three years.

4. Articulation and Cooperation Projects - designed to establish communication between secondary and higher educational institutions in Florida, in order to identify ways in which the needs and aspirations of Florida's high school and college students could be met. This program provides $150,000 per year for three years.

The aforementioned McKnight Programs are scheduled to be implemented in Three Phases. Phases I and II have been implemented.

Phase I:
- Establishment of Black Doctoral Program
- Establishment of Junior Faculty Program
- Establishment of Articulation and Cooperation Projects
- Establishment of Centre of Excellence

Phase II:
- Creation of an endowment fund designated to ensure the continuation of the Black Doctoral Program and Junior Faculty Program. The McKnight Foundation provides $10,000,000 and the state of Florida provides $5,000,000.

Phase III:
- The establishment of a public/private partnership group to review existing programs and initiate new programs.

McKnight Centres of Excellence

Five Centres of Excellence have been funded and are distributed throughout the State of Florida. While the Centres have a basic program philosophy and similar goals, program location, institutional affiliation, administrative structure and program implementation vary considerably from Centre to Centre. For example, one Centre is located in a very rural area of the state while the other Centres are located in metropolitan areas. One Centre is housed at a community college, one is sponsored by a university, and one is housed at a historically Black college, another is sponsored by a public school district and yet another is affiliated with a human services agency. In fact, one of the strengths of the Centres of Excellence concept as implemented is the degree of program diversity.

The Hillsborough County Centre of Excellence, Tampa Florida

The Hillsborough County Centre of Excellence, located in Tampa, Florida is a community based educational program. The base funding for the Centre is provided by a three year $390,000 grant from the McKnight Foundation. In addition to the McKnight Funds, local community resources (in-kind and cash) are also important sources of funds. By the end of the third year of funding the Centre must be self-supporting.

The impetus for the Centre came from a proposal request from the McKnight Foundation. The initial planning group, ranging from public to private, religious to secular, represented several major and important community institutions and groups. These representatives formed the Centre advisory board. This collaborative effort has proven fundamental to the success of the Centre programs. An unintended consequence of the Centre has been the creation of a renewed excitement and enthusiasm for education among Blacks of all ages. Preliminary assessments confirm this excitement.

The major purpose of the Centre is to prepare Black students for successful completion of college level work and to increase the involvement of Blacks in the community at all levels of the educational process. This has been accomplished in several ways. First, several educational services designed to reach urban youth have been coordinated. This kind of coordination has fostered better utilization of human resources and materials and reduced overlap and duplication of existing services. Second, several new programs have been implemented. The Centre has also improved the communication between professional educators, decision making bodies, students, and the community at large. This increased communication has fostered increased community support of educational programs. The Centre provides service to 1,000 students annually.

Centre Design

The five functional components of the Centres are: 1) Articulation; 2) Academic/Tutorial; 3) Computer and Technical Skill Building; 4) Parental Involvement; and 5) Cultural Enrichment.

1. Articulation

The articulation component is designed to increase communication between the major levels of public education (primary, secondary, and post-secondary) and the private sector. With the increasing and changing requirements of the various levels of education, it has become difficult to determine the educational level at which Black students begin to have difficulties and to coordinate among the levels in order to implement the necessary improvements. For example, often there is not a clear understanding of the appropriate courses a student should take in high school in order to pursue a prospective academic major in college. The role of business and industry in the overall educational mission of the State and Hillsborough county has been an important aspect of the Centre.

a) Neighbourhood Articulation Meetings. The Centre staff organizes neighbourhood articulation meetings in order to distribute information on the ways in which the various educational units relate to one another. This information is primarily directed toward parents of school age children. All levels of the local educational community have participated.

b) Clearinghouse/Information Dissemination. The Centre acts as a clearinghouse collecting, assembling and developing educational materials that provide pertinent information to Black students, their parents, and Black leaders within the community. Printed materials include a handbook that outlines the important functions of the different educational levels and how they interact with one another in preparing the student for a successful academic performance.

c) Articulation conferences. Well organized county-wide articulation and cooperation conferences have been conducted, involving representatives from multiple levels of public education. Proceedings from these conferences will be published and distributed through the Centre clearinghouse.

2. Academic/Tutorial

A series of tutorial programs, testing programs, and academic support programs have been implemented. The success of this component has had an important effect on all Centre programs.

a) Tutorial Programs. Tutorial programs in English, Mathematics, and the Sciences have been established. These programs are designed to help Black students perform better in coursework and on the high school competency tests, thereby enhancing their chance of admission to post-secondary educational institutions. The programs are located in selected community based organizations (i.e. churches, universities, community colleges, etc.).

b) Early Identification Program. The Centre works closely with the County School System in order to identify students who are having academic difficulty early in their high school tenure and give them academic and emotional support. This early identification program consists primarily of the administration of various tests and careful observation of student performance. Early identification of unsatisfactory student performance is extremely critical to the ultimate level of success of the student.

c) Testing Program. A testing centre will be developed to collect and disseminate information on effective test taking techniques and reduction of test anxiety. Group discussions on test taking skills, type of tests, the importance of test performance, etc. will be held. The Centre will draw on existing local test taking services in addition to using national consultants to facilitate this program. [This program is to be fully implemented in 1987].

d) Black Church Program. This program involves Black churches in the educational mission of the Centre. Since the Black church is a major, if not the major, Black community institution, it has been imperative to include the church in the efforts of the Centre. A summer educational enrichment program is housed in Black churches, serving 8-15 years old has been very successful. The program focus is on writing, mathematics and critical reasoning. During the school year many of the tutorial programs are conducted in Black churches.

e) Tutorial Program for Athletics. This tutorial program will focus on high school and junior high school athletes. The Centre will tutor athletes whose academic averages are 2.0 or less in the following subjects: English, mathematics, science and history. Tutorial services will be provided in other subjects as requested or as the need arises. [This program is to be implemented in 1987].

f) Reach-Out/Focus. The Reach-Out program is a Saturday tutorial program for ninth and tenth grade, low income Black students who have academic potential for success in postsecondary education. The program helps students develop personal goals and academic skills. Classes are held at the University of South Florida. Transportation for students is provided.

g) McKnight Achievers' Society. The purpose of this program is to recognize and encourage academic achievement. Students are selected and sponsored for their academic accomplishments during the school year. Students K through college have participated. There are two induction ceremonies annually. The achievers' society provides a supportive network for high academic performers. In order to be selected a student must have a community sponsor. This stipulation has expanded community involvement.

3. Computer and Technical Skill Building

The Centre, working with local educational institutions, churches and civic organizations has designed a community education program that will enable Black youth to develop educational and career options in the technological areas.

a) Computer Skills and Resource Training Program. The Computer Skills Training Centre will provide service to Black youth in grades four through high school, adults, and families. This program will establish a computer skills and resource centre for the provision of vocational skills training classes in word processing, data entry, computer programming, secretarial, job readiness, and general office clerical skills; for individualized and small group tutorial instructions in career guidance and basic subjects such as reading, English and Mathematics for youth in grades 4 through high school; for development of curricular activities and "A Practical Guide to Computing" for families; and for the instruction in computer literacy to families. [This program will be implemented in 1987].

4. Parental Involvement

a) Volunteer Parents Group. In order to facilitate the involvement of parents in the Centre's program, volunteer parents groups have been formed. New groups have been established and existing parents groups have been better coordinated. This program has allowed for input of parents of the children served. Involving parents in the educational process is essential for any educational program. The success of the Centre has depended, in large measure, on active parental involvement.

b) Mentor Program. This program identifies and solicits individuals in the community to serve as mentors for selected Centre participants. Students are matched with mentors according to specific interests in an attempt to provide appropriate role models.

c) Awards and Recognition. The Centre has implemented various recognition and awards programs to recognize achievement and service. The awards have been made to successful student participants and to individuals in the community who are supportive of the Centre. Most of the Centre services are conducted by volunteers.

d) Community Conferences. Quarterly, the Centre conducts community conferences. These conferences bring together parents, educators, and community leaders. The conferences focus on ways to increase the effectiveness and efficiency of the educational programs in the target area of the Centre.

e) Testing for Parents. Volunteers and paid consultants meet with parents to inform them of testing methods. This helps parents understand the various types of tests administered to their children. This program also encourages parents to work with their children to enhance test performance.

f) Centre Affiliates. Centre affiliates are comprised of parents and local residents interested in the Centre programming. They supply the Centre with a visible support group that will be useful for program implementation, information dissemination, and fund raising. [This program will be implemented in 1987].

5. Cultural Enrichment Program

This program provides an opportunity for students and their parents to broaden their cultural and social growth through group and individual activities. The programs meet the individual needs of children by creating an atmosphere that stimulates learning, creativity and personal development.

a) Community Arts Workshop. The Centre works closely with local drama groups, the University of South Florida, the University of Tampa, and Hillsborough Community College in order to expose Black students to selected cultural activities. Local artists, musicians, authors, poets and playwrights provide programming for the Centre.

b) Black History Brain Bowl. Annually, several teams are organized to compete in a state-wide Black history brain bowl competition. High school students are asked questions pertaining to Black history. The winning team members receive a full four year scholarship to a state university. This program is designed to expose the participants to Black history and provide them with a positive form of intellectual competition.

Conclusion

The capstone of the Hillsborough County Centre has been its ability to foster community involvement. Most of this involvement can be attributed to the special outreach efforts of the Centre staff. They conduct meetings regularly with community and institutional representatives. They have also been able to use the local media quite successfully in order to inform the community of the various services offered by the Centre. The churches, the Black church in particular, have been very supportive and involved. For example, the churches donated space for the Summer Enrichment Program and the After School Program in addition to conducting and volunteering for the Black history seminars held at different church locations. Centre staff have been invited to present the Centre programs during church services. Finally, the Centre has been able to work quite successfully with established community based groups. In some instances, the Centre was provided seed money from established community groups. This has allowed the Centre to become actively involved with ongoing community based educational projects in a very short period of time. Presently the major issue for the Centre is the generation of funds to support the Centre at the end of the three year funding cycle. Some progress has been made in this area. While the Centre concept is not a panacea for solving all the problems associated with decreasing college enrollments of minority students, it does provide a visible model for urban universities.

SUPPLEMENTAL INSTRUCTION: MEETING THE ACADEMIC DEVELOPMENT NEEDS OF STUDENTS AT URBAN UNIVERSITIES

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I. INTRODUCTION

"Meeting the Learning Needs of Urban Residents" is one of the three broad themes of the Urban Universities Conference. Although many learning needs of urban students can be identified, one of the more pressing issues is the inability of many students to successfully perform at the required academic level. The lack of adequate learning skills, although not exclusive to students at urban institutions, is more acute at urban universities because of the nature of the students enrolled.

Urban institutions have more non-traditional students. These students are often older and have family and work responsibilities that compete with class work for their time. Older students often have breaks in their education, times when they are not in school, during which they are not able to practice the formal learning skills that are required for successful college work. For many urban students the academic preparation they receive in high school does not prepare them to compete at the college level; therefore, urban institutions often have proportionately more high risk students who require academic assistance.

The Centre for Academic Development at the University of Missouri-Kansas City has developed a successful program of student academic support that serves as a national model. The University of Missouri-Kansas City (UMKC) is a major urban university serving metropolitan Kansas City. Currently, UMKC has 11,650 students enrolled in undergraduate (7,000 students), graduate (3,350), and professional (1,300) programs offered through 11 academic divisions. The model program, called Supplemental Instruction (SI), is now in its ninth year of operation at UMKC.

From the standpoint of a chief student affairs officer the program has a number of advantages that make it attractive. First, it is cost effective. A significantly larger number of students can be served through the program for the same amount of money that would pay for individual tutors. Second, the program is not a remedial program, and does not label students as deficient. As such, Supplemental Instruction enjoys wide popularity with faculty and students. Third, the program provides the opportunity for high quality collaboration between student affairs offices and academic affairs. This collaboration is too often lacking at many institutions of higher education. Finally, the model provides the basis for a more credible evaluation of academic support than is usually provided by most tutorial programs. The impact of the service can be shown, not only in the numbers of students participating, but also in the impact of the service in student performance and re-enrollment.

This paper presents an overview of the Supplemental Instruction program. The paper is organized in five sections: 1) a historical discussion of the program development; 2) a description of the Supplemental Instruction model; 3) evaluative data demonstrating the positive impact on student performance and retention rates; 4) an evaluation of the impact of Supplemental Instruction on special populations; and 5) factors influencing the impact of the program.

II. HISTORY

The Supplemental Instruction program was pioneered in 1975 at the UMKC Dental School as a result of a small grant from the Kansas City Association of Trusts and Foundations. The first class with an SI was an anatomy class that had a history as a high risk course for first year dental students. This pilot established the conceptual basis for the SI program: the linking of a high risk college course to skills instruction conducted by specially trained content-competent students.

Initiation of the SI program in the Dental School provided another advantage which lead to the eventual expansion of the program to the entire campus. The students who utilized the service were highly competitive and very bright students who were enrolled in a program that was very selective in its admissions standards. As a result of this situation, SI avoided a remedial image that has been attached to many academic assistance programs.

Following the successful completion of the pilot program, the U.S. Department of Health, Education, and Welfare (Special Services Grant for Minority Students), awarded UMKC a grant to establish the SI program in the Schools of Medicine, Pharmacy, and Dentistry. Upon termination of grant funds, each school picked up funding for the program.

The success of the program with the talented health science students was used as evidence to convince the College of Arts and Science that the SI program could provide academic assistance while maintaining the academic integrity of the college. In 1977 the Kansas City Association of Trusts and Foundations provided funding to expand the program to the College of Arts and Science. The Program has continued to expand in credibility and size on the UMKC campus since that time.

In 1981, the Supplemental Instruction program was validated as a model program worthy of national dissemination by the U.S. Department of Education. In 1984, the Centre for Academic Development received funding from the Department of Education to help other institutions implement the SI program on their own campuses.

III. PROGRAM DESCRIPTION

The Supplemental Instruction (SI) model at UMKC differs from typical academic assistance programs in two major respects. First, the emphasis has been shifted from identification of high-risk students to the identification of high-risk courses. High-risk courses, as they are defined at UMKC, are those traditionally difficult, entry-level courses wherein student D and F rates and withdrawals exceed 30 per cent of course registrants. Second, services are attached directly to each course. Centre for Academic Development skills specialists, whose content competency has been accepted by the course instructors, integrate learning skills instruction with course content during specially scheduled review sessions. It is important to note that students typically perceive their need as largely content-centred. Experience shows, however, that the most common need is for the prerequisite learning and thinking skills which are basic to content mastery.

Supplemental Instruction is designed to assist students in mastering course concepts and, at the same time, to increase student competency in reading, reasoning, and study skills. In order to do this, the specialists attend the course lectures where they take notes and complete assigned readings. The specialists also schedule and conduct three or four, fifty minute SI sessions each week at times convenient to the majority of students in the course. Student attendance is voluntary. At UMKC, individual attendance by participants has ranged from one to twenty-five hours per semester and has averaged 6.5 hours per semester.

The SI leader is presented as a "student of the subject," i.e., an appropriate model of thinking and language behaviour in the field. The leader's job is to demonstrate proficiency in the subject while providing instruction in the reading, writing, and thinking skills necessary for content mastery. Students view the SI as beneficial in the short-run to help them perform well in the class. (This immediate application is essential or students will not continue to attend). In addition, study skills woven into the SI result in long-run improvements in students' performance in other classes.

SI leaders use the materials of the subject discipline as the vehicle for instruction as they deal with specific skill problems. Student lecture and reading notes are reviewed as the SI leader observes and models appropriate note-taking techniques. Reviews of reading assignments allow the leader to introduce effective reading styles and procedures. Vocabulary development, mnemonics, and other techniques which promote storage and retrieval of information are also integrated into the content review. These new techniques, in turn help introduce students to differing learning strategies for different disciplines. Additional specific test-taking assistance - i.e., careful reading and interpretation of essay and objective test questions and the construction of sample tests - are given pre-exam attention and periodic emphasis throughout the semester. Particular attention is given to helping students design effective study schedules and to facilitate the formation of informal study groups. Thus, studying alone is supplemented by group study.

IV. PROGRAM EVALUATION: PERFORMANCE AND RE-ENROLLMENT DIFFERENCES

Evaluation of the SI program is designed to measure the impact of the program on student performance and retention rates. Sections A, B, and C represent performance and re-enrollment data on 746 students enrolled in seven UMKC Arts and Sciences courses during the Spring, 1980 semester. Each of these seven courses met the high-risk criteria; i.e., 30 per cent or more of the students enrolled typically receive D or F semester grades or withdraw form the course. All instructors approved the addition of SI to their courses. Section D presents data on longitudinal shifts in grade distribution patterns of a representative high-risk course.

A. Between Group Performance Differences

It may be that the element of the UMKC program which is most unique is the effort devoted to analysis of the effect of SI. Table 1 compares students who participated in SI (SI Group) with two other groups, those who wanted to attend but were prevented from doing so by conflicting class work or work schedules (motivational Control Group) and those who for any other reason did not elect to attend SI sessions (Others). Even though the SI group did not differ significantly from the other groups in high school rank or college entrance exam scores, they clearly out-performed both Non-SI groups in terms of course grade, total GPA for the semester, and percentage of D and F grades and withdrawals.

TABLE I

Mean Performance for Students Enrolled in Seven Arts and Science Courses - Spring Semester, 1980 (N=746)

MEASURES	SI GROUP	NON-SI GROUP	
	(N-261)	MOTIVATIONAL CONTROL (N=132)	OTHERS (N=353)
High School Class Rank (%-ile)*	72.5	71.4	80.8
Converted Test Score (%-ile)*	56.2	56.2	58.7
Course Grade**	2.50	2.12	1.57
GPA, Spring Semester 1980**	2.70	2.36	2.25
% D,F,& W's***	18.4	26.5	44.0

NOTES: Courses served by Supplemental Instruction (SI) were Biology 109, Chemistry 212 and 222, Economics 201 and 202, and History 1020 and 2020. All were entry level courses for the particular discipline.

Mean course grade based upon a 4.0 scale: A=4, B=3, C=2, D=1, F=0.

Asterisks indicate level of statistical significance: *=N.S.; **=$P<0.01$ using t-Test; ***=$P<0.05$ using Chi Square Test.

B. Re-Enrollment Data

Analysis of re-enrollment data collected on the same population (N=746) over the two subsequent semesters (Fall 1980 and Spring 1981) reveals that re-enrollment among those who participate in SI exceeds the re-enrollment of those who do not participate. During the Fall 1980 semester, 77.4% of the SI group returned as compared to 67.3% of the non-SI group. During the Spring, 73.2% of the original SI group continued to persist as compared to 60.0% of the non-SI group. Difference in re-enrollment for both semesters is statistically significant at the P<0.01 level. (See Table II.)

TABLE II

Re-Enrollment Data for Students Enrolled in SI Courses During Spring Semester, 1980 (N=746)

GROUP	RE-ENROLLMENT FALL, 1980		RE-ENROLLMENT SPRING, 1981	
	N	%	N	%
SI	201 of 261	77.4	191 of 261	73.2
NON-SI	327 of 485	67.3	277 of 462	60.0

NOTES: From the original SI group, 24 students attended SI during the Fall Semester, 1980. From the original Non-SI group, 23 students attended SI during the Fall Semester, 1980, and are not included in the Non-SI group Spring, 1981, re-enrollment data. Differences in re-enrollment between SI and Non-SI groups for both semesters are statistically significant at the P<0.01 level using the Chi Square test.

C. Achievement and Retention of High-Risk Students

Course grade differences among those who had college entrance exam scores in the top quartile (75th - 99th %-ile) and those whose exam scores fell in the lowest quartile (1st - 25th %-ile) were examined. (See Table III.) This analysis revealed a letter grade difference between participants in the SI Group compared to Non-SI participants for both quartiles. Among those in the top quartile (N=149), the SI group earned an average grade of 3.0 as compared to 2.3 for the non-SI group. Among students in the lowest quartile (N=75), the SI group earned an average grade of 1.7, the non-SI group, 0.9. Although the lowest quartile students did not perform as well, their averages represent the difference between a C- and a D- grade.

Further analysis of attendance data for students in the highest and lowest quartiles demonstrates that students from both groups used SI services in nearly the same proportion (30% and 31% respectively). This fact, together with the performance differences, indicates that a single intervention effort is effective for both groups. Re-enrollment data reveal a substantial difference in attrition patterns: 86% of SI students in the top quartile returned as compared to 78% of non-SI students. In the lowest quartile, 74% of SI students returned as compared to 62% of the non-SI group. Both performance and re-enrollment differences are statistically significant at the $P<0.05$ level.

D. Longitudinal Shifts in the Percentage of D and F Grades and Withdrawals

The question of longitudinal shifts in grade distribution patterns with the addition of SI is addressed in data from an introductory economics class taught by the same professor during 1976-1980. No SI services were offered in 1976 and 1977. The data are presented in Table IV.

Significant differences in the percentages of unsuccessful enrollments occurred after SI services were introduced into the entry-level course. Analysis of SI attendance data during 1978 showed that 13% of the enrolled students participated in the service. During 1979 and 1980, 32% and 45% participated, respectively. A substantial reduction in the rate of unsuccessful enrollments occurred during the five-year period. Similar reduction in unsuccessful enrollments have been observed repeatedly in other courses where instructional techniques and the methods used to evaluate students' performance (grading scales and the types, difficulty, and frequency of examinations) remained consistent for the period observed.

TABLE III

Course Grade and Re-Enrollment Statistics of Students Using and Not Using SI, by Entry-Test Score Quartile

Group	% Of Group	Course Grade*	% Re-Enrollment For Next Semester**
Top Quartile (N=149)			
SI	30	3.10	86%
NON-SI	70	2.30	78%
Bottom Quartile (N=75)			
SI	31	1.72	74%
NON-SI	69	0.88	62%

NOTES: Top quartile students were those individuals scoring in the 75th to 99th percentile range on entrance tests, and the bottom quartile students were those scoring in the 0-25th percentile range. Asterisks indicate statistical test and level of significance: *=P<0.05 using t-Test; **=P<0.10 using Chi Square test.

The net effect of the addition of SI to a class is a 30% - 50% reduction in D and F grades and withdrawals. The extent to which unsuccessful enrollments can be reduced depends heavily upon the instructor's willingness to maintain consistency in testing procedures and grading scales.

TABLE IV

Percentages of D and F Grades and Withdrawals
in An Introductory Economics Course by Year

Measure	1976	1977	1978*	1979*	1980*
D/F/W Rate	34%	33%	27%	17%	18%
SI Utilization	----	----	13%	32%	45%

NOTES: Asterisk indicates years SI was offered. Differences in grade distribution patterns during SI years when compared with the pattern for combined baseline years 1976 and 1977 were statistically significant at the P<0.001 level using Chi Square test.

V. PROGRAM EVALUATION: EFFECTS OF SI ON PERFORMANCE OF SPECIAL POPULATIONS

The performance and retention data of students scoring in the top quartile on entrance tests compared to those students scoring in the bottom quartile suggests that SI is effective for different student populations. To further verify this observation, additional evaluative studies of the effect of SI on the performance of high-risk students and other special populations were carried out.

A. Effects of SI on High-Risk Students: Between Group Differences

During three consecutive semesters (Spring 1980, Fall 1980, and Spring 1981), a total of 350 students who had previously scored at or below the 25th percentile on college entrance exams were enrolled in high-risk courses for which SI's were offered. All together, 104 of these students (30%) attended SI.

Using the motivational control group described in an earlier section, the performance of SI participants was compared to that of non-SI participants.

The data show that the SI group had a significantly higher percentage of A, B, and C grades, and lower percentage of D and F grades and withdrawals than the non-SI group (see Table V).

TABLE V

Grade Distribution Patterns of Students Scoring at or Below The 25th Percentile on College Entrance Exams (N=350)*

	SI Group (N=104)		Non-SI /Group			
			Motivational Control (N=56)		Others (N=190)	
Grade	N	%	N	%	N	%
A	6	5.8	1	1.8	4	2.1
B	21	20.2	10	17.9	18	9.5
C	52	50.0	16	28.6	44	23.2
D	16	15.4	18	32.1	34	17.9
F	7	6.7	9	16.1	62	32.6
W	2	1.9	2	3.6	28	14.7
Total D, F, W	25	24.0	29	51.8	124	65.3
Mean Grade	2.03		1.56		1.19	

NOTES: Grade distribution patterns between groups is statistically significant at the P<0.01 level using Chi Square test.

Differences in mean grade between SI group and Non-SI group is statistically significant at the P<0.01 level using t-Test.

* Students were enrolled in the following courses taken at UMKC during three semesters (Spring 1980, Fall 1980, Spring 1981): Biology 102 and 106 (two sections), 108, 109, 113, 117; Chemistry 212 (two sections), 222 (two sections); Economics 210 (five sections), 202 (four sections); History 101 (two sections), 102 (two sections), 202; Quantitative Analysis 210.

B. Effects of SI on the Performance of Black Students: Between Group Differences

Data on the performance and re-enrollment of Black students attending SI compared to those not attending is presented in Table VI. A total of 366 Black students were enrolled in a variety of high-risk courses during three semesters. The data indicate that Black students using SI had a higher percentage of A, B, and C grades and a lower percentage of D and F grades and withdrawals than Black students not using SI. Additionally, the SI students re-enrolled at higher rates.

C. The Effects of SI on the Performance of High Achieving Students: Between Group Differences

Supplemental Instruction is regularly conducted in classes for first and second year medical students at UMKC. These medical students are enrolled in a 6-year program that admits them as freshman directly from high school. They typically have entrance test scores in the 90 - 99th percentile range and graduate at the top of their high school classes. It is often assumed that students who regularly earn high grades do not need academic assistance and will not benefit from it.

Table VII presents data from a Human Physiology class that demonstrates the effects of SI on the performance of high achieving students. Of a total of 96 freshman medical students enrolled in the course, 56 participated in the SI program (58%). A significantly higher percentage of SI students scored in the A and B range compared to those students not utilizing the service (90% compared to 67% for the non-SI students.

TABLE VI

Grade Performance and Re-Enrollment Differences For 366 Black Students Enrolled in High Risk Courses*

	SI Group (N=110)		Non-SI Group			
			Motivational Control (N=28)		Others (N=228)	
Grade	N	%	N	%	N	%
A	2	2	1	4	2	1
B	16	14	2	7	20	9
C	47	43	11	39	63	28
D	25	23	7	25	39	17
F	12	11	6	21	74	32
W	8	7	1	4	30	13
Total D, F, & W	45	41	14	50	143	63
Mean Grade	1.72		1.44		1.18	
Re-Enrollment Rates	61%		52%		40%	

NOTES: Grade distribution patterns between groups is statistically significant at the $P<0.01$ level using Chi Square test.

* Students were enrolled in the following courses taken at UMKC during three semesters (Spring 1980, Fall 1980, Spring 1981): Biology 102 and 106 (two sections), 108, 109, 113, 117; Chemistry 212 (two sections), 222 (two sections); Economics 210 (five sections), 202 (four sections); History 101 (two sections), 102 (two sections), 202; Quantitative Analysis 210.

TABLE VII

Grade Performance of 96 Freshman Medical Students Enrolled in Biology 106* During the Fall Semester, 1980

	SI Group (N=56)		Non-SI Group (N=40)	
Grade	N	%	N	%
A	22	40	9	22
B	28	50	18	45
C	4	7	11	28
D	2	4	2	5
Total A & B	50	90	27	67
Total C & D	6	10	13	33
Mean Grade	3.25		2.85	

NOTES: Differences in grade distribution patterns between the SI and Non-SI groups are statistically significant at $P<0.05$ level using Chi Square test.

* Human Biology I (Physiology)

VI. FACTORS INFLUENCING THE IMPACT OF THE SI PROGRAM

Although the impact of the SI program can be quantified by differences in student performance and retention rates, it is much more difficult to access which factors contributed to the observed effects. A combination of factors undoubtedly operates to influence higher levels of student academic performance. The program staff, as well as participating faculty and students, speculates that the following factors make substantial contributions.

A. The service is proactive rather than reactive. SI schedules are set during the first week of class, allowing students to obtain assistance before they encounter serious academic difficulty.

B. The service is attached directly to specific courses. Reading, learning, and study skills instruction is, therefore, offered in the context of course requirements and as an outgrowth of student questions and concerns. Instruction thus has immediate application.

C. The SI leader's attendance at each class meeting is considered essential to SI effectiveness. Such attendance contrasts sharply with the more common tutorial practice of providing instruction based largely upon the student's perceptions of what occurred in class. Since these perceptions are often badly distorted, students do not get the kind of assistance they need.

D. SI is not viewed by students as a remedial program. In fact, the first students to volunteer are usually those who tend to be better prepared academically. The willingness of this group to participate works to encourage the participation of less able students who often find it difficult to admit that they need assistance.

E. SI sessions are designed to promote a high degree of student interaction and mutual support. Such interaction leads to the formation of peer study groups and facilitates the mainstreaming of minority and disadvantaged students.

F. SI provides an opportunity for the course instructor to receive useful feedback concerning the kinds of problems students encounter. Students generally hesitate to be candid about academic concerns to course instructors for fear of demeaning themselves. They will, however, openly acknowledge their problems to the resource person whose duty it is to assist in such matters and whose responsibility does not include assessment of their course performance.

It is noted that as the SI leader seeks the instructor's counsel in dealing effectively with student concerns, the instructor gains the kind of information necessary to make instructional changes or to add new dimensions to the course. The program staff has worked with instructors to develop such aids as pretests for use on the first day of class, practice tests, video tapes of review sessions, concept sheets and study guides, and vocabulary lists of key terms for the course.

It is also interesting that student evaluations of some instructor's courses have been higher after attaching SI to the course. If SI is a factor in higher course evaluations, it may be because students attribute the assistance offered through SI to the course instructor. This seems likely, since instructors regularly encourage students to participate and sometimes drop in on SI sessions to offer assistance. SI attendance, however, is never reported to the instructors until after final grades are recorded so that instructors do not give preferential treatment to students who attend.

In addition to these factors that may contribute to student success and retention, the design for evaluating the program merits specific mention. This particular means of program evaluation has proven successful in creating faculty support for SI, as well as in generating institutional and departmental funding for the service and is offered as a general approach that may prove useful to institutions as they attempt to monitor retention programs and efforts.

SI is not limited to large institutions. SI programs are currently operating at a number of local community colleges and at several small, four-year, liberal arts schools. Reports from these institutions document trends in increased levels of academic performance and retention rates similar to those noted at UMKC.

ACCESSIBILITY, REMEDIATION AND QUALITY CONTROL

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Most universities "in" urban locations strive in some measure to be "of" the cities in which they are located. This striving is typically expressed in some combination of urban research and academic programs designed to promote utilization of the University by city residents, especially those generally described as "non-traditional" students. The archetypical urban university is difficult to define because the needs that impinge upon city universities are so diverse. In this respect, The University of Winnipeg is probably quite typical, although we differ in significant respects from most of the schools studied in the College Board's analysis of urban universities sponsored by the Ford Foundation.[1]

We would be troubled if our validity as an urban university hinged upon our response to a very partial subset of the needs which exist in Winnipeg. Although what follows focuses on our response to non-traditional students, the majority of our students have been and will undoubtedly continue to be traditional students. This is simply a demographic reality. Further, what springs to mind initially when discussing the non-traditional student is an image of the culturally disadvantaged resident of the urban core. Upon reflection, this definition is too restrictive. For example, the hundreds of senior citizens enrolled at the University are often quite advantaged. Their presence at the University, however, is just as telling a touchstone of the University's interest in, and responsiveness to, the needs of the city as is the presence of Native students in a special pre-matriculation program in our Collegiate - a senior high school related to the University. In what follows, we will discuss how our efforts to promote accessibility, and our design of a special program with compensatory opportunities, dovetail with our desire to enhance the value of our degree and the quality of educational experience of all of our students.

Discussions of accessibility at the Ford Foundation's May, 1980 conference underscored the inadequacy of open admission as the instrument for serving urban constituencies.[2] Open admission is a passive concept. Admission is open to those adequately informed of the opportunities present at the University. A recent study conducted at The University of Winnipeg is revealing. We were interested in discovering the variables which influence the decision to attend University in demographically distinct areas of Winnipeg and of Manitoba. We divided our entering class into geographic groups and interviewed samples of students drawn from these groups. The students chosen in this study had strong high school records. We kept records of the extent to which each group had been exposed to information about universities in general and The University of Winnipeg in particular. We found marked differences in the number of contacts students in several of the groups had as compared to the norm. We also kept records of the informational needs of students in each of the groups which had not been met. Our interest in doing this study was to apply market research techniques[3] to the task of communicating more effectively with well-qualified traditional students. In the course of this study we became very much aware of the vast differences in the extent to which information is disseminated in different areas despite the fact that our mailings to all high schools contained exactly the same materials. One conclusion we reached was that if students from all areas of the city were to have equally informed access to the University, efforts to communicate more effectively with students in some areas will have to be stepped up and modified. If this conclusion is true of extremely well qualified traditional students, it must be dramatically true for the culturally disadvantaged or atypical student.

Non-traditional students, as do all other potential constituencies, have a right to know if the University has both the resolve and resources to both grant access and to make success a viable possibility. In the current year we are expanding our research to include analysis of a variety of non-traditional groups to better understand how to promote informed access.

If open admission is to be in any sense meaningful it must be accompanied by appropriate supports and access to desired programs. We are reasonably happy with our ability to provide access to our degree programs. We have devised a computerized registration system which gives students at least two opportunities for admission to limited enrollment programs. Typically, the first opportunity occurs at entrance and the second on the basis of one or two years work at the university level. For this system genuinely to provide fair opportunity for access it is clear that students at risk must be adequately supported prior to matriculation and thereafter. Thus, the availability of academic, personal and financial support is intimately connected to open admission.

Exactly what supports are appropriate or required is a matter of debate. The University of Winnipeg has made a set of institutional decisions to embed special supports in programs which are of general value to our students. Our choices have been informed by our perceptions and priorities as well as by studies of student populations similar to our own. There are two developments which we would like to describe in some detail. The first is an advising program; the second is a writing program currently moving toward implementation.

The Ford Foundation studies[4] of urban universities include an analysis of the extent to which students use various facilities and services at universities which are making serious efforts to serve urban populations. They concluded that students rarely used services such as personal counselling and skills improvement programs and were only somewhat more likely to utilize academic advising programs. Except for the students' pressing schedules, the researchers found it difficult to find reasons to explain this phenomenon. The phenomenon was particularly perplexing because students deem these services important on a a priori basis but fail to utilize them.

The results of this study correspond to recent experiences at The University of Winnipeg. Of particular interest is our recent experience with a Mature Students Program. The Mature Students Program allowed open admission to students who had reached the age of twenty-one but who had not achieved normal high school matriculation. A program of pre-enrollment counselling and career counselling was put in place to help insure that the access provided by the program was realistically informed access. However, very few prospective students used the available services. Even fewer utilized an orientation program or a variety of study skill seminars organized by our Counselling Department. The attrition rates among the Mature Students were unacceptable from two perspectives. First, it seemed a cruel hoax to offer access to people for whom success was so extremely improbable despite considerable financial and ego investment on their part. Second, enrollment pressures at the University were mounting to a point where a number of students were being excluded, for whom the probability of success was more than twice that of the mature students. We experienced, therefore, considerable pressure from within the University either to eliminate the program entirely or to limit the admission of this group of students. The administration was faced with the need to improve the situation. Certainly, it was not prepared, for ethical reasons, to scrap, when enrollments were high, a program that was initiated when enrollments were low. Opportunities for justifiable cynicism were abundant. Our decision (which had a few difficult moments in Senate) was to make the pre-enrollment academic and career counselling mandatory for mature applicants.

The result has made the near desperate seem wise or as close thereto as University administrators dare aspire. The number of mature student admissions has declined marginally while the attrition rate has been virtually halved. Our move transformed access into informed access. Students in the program are operating with specific degree plans and have made judicious first steps toward their eventual goal. They have a more realistic sense of the problems they might confront and the resources available to them. Our original intuitions about appropriate supports were probably good. What we had not counted on was the fact that the constituency in question would not use the resources available. The obstacle course we erected of valuable services prevented the thoughtless applicant's admission.

What happened with the mature students alerted us to a potential problem and stimulated thought about ways in which we might improve the information base for all of our students. We had started a voluntary academic advising and orientation program. We quickly decided to find out which of our students were using the program. It turned out that the participation was bimodal. Some extremely good students used the program, some students with weak records also used the program. In a nutshell it was much better used by students at the least risk, somewhat less well used by weaker students, and least well used by students at moderate risk.

With the facts about utilization of services both here and at selected other institutions in mind we wanted to confront a major problem. With so many students for whom the interdigitation of work and study precluded use of many services which operate in regular or even in expanded hours we recognized that we could not improve matters by simply adding academic advisors or counsellors. We also recognized that the only source of adequate personnel for what we hoped to achieve was the faculty.

Our University has traditionally had a reputation for an intimate, more personal, approach to its students. Many of the smaller liberal arts and sciences schools have programs by which their students are known well by a faculty advisor. The advisor is expected to know the academic background of the student, participate in degree planning, offer a sympathetic ear and perhaps advice, and to make appropriate referrals in difficult situations. While we lost the last physical vestige of ivy from the campus in 1958, we decided to adopt this approach. We required contact between student and advisor as well as participation in an orientation program. We are also making the development of academic advising skills a priority in our program of professional development for faculty. Our hope is that each student will be well-known to at least one member of faculty. We also hope that the faculty advisor will counteract a compartmentalization of student services that would leave students confused and frustrated. It is incumbent on us to equip our faculty with the background and skills necessary to advise effectively the students who are at greatest risk. The response of the faculty has been enthusiastic. We have just completed our first run through this program and are secure with the logistical feasibility of this approach. We plan on measuring the impact on attrition and on the perceived quality of student experiences over time.[5]

The second program is a writing program that has been approved and funded and is currently moving toward implementation. Our interest in improving the curriculum stemmed from both a desire to develop an important competence in students requiring special support, and a desire actively to develop and nourish writing competence through the undergraduate years. Our writing program begins with a standardized, diagnostic evaluation of all incoming students. With the evaluation in hand, students will be assigned either to a regular first-year writing course or to a special developmental course. Assignments to various sections of the developmental course will be on the basis of diagnosed needs. Students assigned to a developmental course must complete this course successfully before moving on to the regular first-year course. Successful completion of the first-year course must be followed by successful completion of an additional 2.5 "writing-intensive" courses (i.e. those in which a substantial portion of the term work involves writing and in which both the content and form of the work is evaluated) drawn from all of our departments. We think that the program has several distinct advantages. First of all, it recognizes differences in the relative proficiency of incoming students but does not limit access on the basis of proficiency. Second, we have accepted the responsibility - both financial and ethical - of supporting development at all levels of competence. This is particularly important for students who require remediation. Too often support ends at the point where students reach a bare university level of proficiency. In our program, achievement of a basic competence marks only the beginning of a process of nourishment and growth. We believe that this is of crucial importance because an inchoate skill which is underutilized will surely wither and die. Our program requires that expressive competence be exercised throughout the undergraduate years. An outgrowth of this program is that all of our students will have at least one low-enrollment first-year course (i.e.: the writing course). Thus, they will be known both by an advisor and a professor in course.

We hope our choice of writing as a basic skill to develop is judicious. It was chosen quite deliberately. We are well aware that the cognitive manifestations of socioeconomic status are most apparent in linguistic or linguistically mediated skills.[6,7,8] We are also aware of growing numbers of students for whom English is a second language who require the linguistic supports our writing program affords. We were determined to focus our energies in curriculum development on the development of an important academic skill. In this regard we are not alone. Derek Bok recently has written about the imperatives of similar developments at another city but perhaps not urban university.[9] We chose writing because we felt that expressive competence and self-confidence were central to active participation in the intellectual life of the university and of society.

In conclusion then, we have attempted to improve our ability to serve urban constituencies by actively marketing a realistic picture of the opportunities available. We have coupled our effort to be known with efforts to know both through empirical study and advising. In addition, we have moved toward curriculum which not only maintains accessibility to the University but also actively enhances progress toward success within the university and beyond.

Several years ago we confronted some questions of identity. We have had a history of involvement with the community and a strong traditional program in the arts and sciences. To some it seemed as if a choice was necessary. It is heartening that we have been able tb improve our service to all sectors of Winnipeg by strengthening our commitment to our liberal traditions. We do not mean to imply that we have done all that will be done or that future developments will necessarily be equally congruent with both of our traditions. We are pleased that it is possible to have the flexibility to meet needs without abandoning long-standing strengths

NOTES

1. Evelyn M. Davila, Today's Urban University Students: Part 1 - Profile of a New Generation (New York: The College Board, 1985).

2. Pastora San Juan Cafferty and Gail Spangenberg, Backs Against the Wall (New York: The Ford Foundation, 1983), 17.

3. Larry H. Litten, Daniel Sullivan and David L. Brodigan, Applying Market Research in College Admissions (New York: The College Board, 1983).

4. Evelyn M. Davila, Today's Urban University Students: Part 1 - Profile of a New Generation (New York: The College Board, 1985).

5. C. Robert Pace, Measuring the Quality of College Student Experiences (Los Angeles: Higher Education Research Institute, 1984).

6. William Labov, Language in the Inner City (Philadelphia: University of Pennsylvania Press, 1972).

7. William Labov, Sociolinguistic Patterns (Philadelphia: University of Pennsylvania Press, 1972).

8. Educational Equality Project, Academic Preparation in English (New York: The College Board, 1986).

9. Derek Bok, "Toward Education of Quality," Harvard Magazine (June 1986).

PROFESSIONAL SERVICE AND FACULTY REWARDS

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The NASULGC Division of Urban Affairs has undertaken a long-term effort to identify particular characteristics and issues of public urban universities in the U.S. in the last two decades of the twentieth century. In its 1983 report, The American University in the Urban Context: A Status Report and Call for Leadership, the Division identified as a particular tension point the role and status of urban university faculty. The report noted in particular that:

> One faculty personnel issue which warrants elaboration is the relationship of individual expectations, institutional rewards, and the division of time between teaching, research and public service. This relationship is particularly important to urban public universities because they have extraordinary obligations to their local communities and greater need for academic support for students. Hence a crucial long range issue is articulating, assessing the relative importance, and reinforcing these three basic academic functions (p. 18).

Within this context, a particular concern within the urban university community is faculty involvement in professional service and particularly the need to develop an integrated structure for rewarding faculty for professional service. Our monograph, Professional Service and Faculty Rewards: Toward an Integrated Structure, proposes such a structure, the nature and elements of the structure, the application of the various components of the reward structure to specific categories of professional service, and suggests guidelines to higher education leaders for implementing and ultimately institutionalizing equitable reward mechanisms for faculty work.

We define professional service as work that draws upon a faculty member's professional expertise and is an outgrowth of his or her academic discipline. Thus, we are referring to a narrow band of faculty activities which are usually included in the term "public service." The concern is whether the work creates new knowledge, trains others in the discipline or area of expertise, aggregates and interprets knowledge so as to make it understandable and useful, or disseminates the knowledge to the appropriate user or audience. The major benefits of such work accrue to the university, insofar as applied research, technical assistance and a variety of similar work all stimulate faculty, create new knowledge, and test academic ideas, concepts and products in a reality-based laboratory. The university thus has a right and a responsibility to evaluate such work using criteria and mechanisms no more or less rigorous than those used for traditional teaching and research. What we propose, therefore, is the development of a system of rewards and incentives for professional service which is in concert with and builds upon the institutional structure that already exists for rewarding faculty for teaching and research.

Professional service in this context is not an all-inclusive concept. The types of activities that are being addressed include: applied research; consultation and technical assistance; instruction; products and clinical work/performance. In addition, the three principal academic rewards are tenure, promotion, and salary. In developing a structural mechanism for assessing the quality of work and provision of rewards in professional service, we suggest that three consequential elements of measurement be included: documentation, evaluation and the assignment of relative weights or value. The critical element underscoring the proposed reward structure is that the rewards and the elements of measurement for professional service are the same as those for teaching and traditional scholarship.

The monograph discusses how the measurements of the reward structure (documentation, evaluation and weighting) can be applied to each of the five categories of professional service as well as provides examples of various forms of documentation, different types of evaluators who can be used, criteria for assessing the quality of work, and explains the relative weighting which may be used for each of the professional service categories.

The analysis concludes by identifying some constraints that may affect the development of an integrated reward structure, and some of the options available to university faculty and administrators in initiating the effective implementation of such a structure.

For a complete explication of the proposed integrated faculty reward structure we refer you to the monograph Professional Service and Faculty Rewards: Toward an Integrated Structure (1985).

For further information on obtaining copies, please contact Nevin Brown, Assistant Director, Special Programs/Urban Affairs, NASULGC, One Dupont Circle, N.W., Washington, D.C. 20036.

REDESIGNING CONTINUING EDUCATION

John Woods, President Emeritus, University of Lethbridge

Today I am going to test a piece of conventional wisdom, namely that faculty members do, and should, contribute to public service by way of continuing education programs. My suggestion will be that university faculty may make a larger contribution to public service by not participating in such programs; indeed that they should be dismantled or reorganized under the aegis of the university's public relations office. I speak from a Canadian perspective in the belief that some of what I say will generalize to the U.S. and British experience. If not, then all the better for the U.S. and the U.K.

I have done some recent thinking about adult education in Canada and some of that thinking found its way into my submission to "The Royal Commission on the Economic Union and Development Prospects for Canada".[1] What I would like to do now is to recapitulate some of the views contained there and use them as a point of departure for this morning.

It is said that much of the world is in the throes of a technological revolution at least as promising and devastating in prospect as was the Industrial Revolution in fact. On an apocalyptic interpretation of such an event, contemporary institutions and norms will be swept away; whole economies will be radically re-defined; vast social groupings will either come apart or be traumatically disturbed; markets will be disrupted irremediably; the gap between rich and poor will enlarge; and nation-states will find themselves at risk of economic and social collapse if they fail to accommodate to the contemporary potential for epochal improvements in human well-being. Moreover, accommodation will require that we understand that the new era will dominantly be shaped and driven by at least two factors:

1. the sundry transactions of humanity will be ever more global in nature and consequence;
2. economic capital will be ever more knowledge-based.

Moreover, it is averred that the means of our negotiation into the new epoch must include:

1. spectacular innovation in technology; and
2. massive re-definition and retraining of the workforce.

Now this description of our passage to the new era lays gloomy emphasis upon transitional wreckage. Note again the suggestion that the transition from an industrial to an information-based economy will necessitate the retraining of the workforce on a huge scale, perhaps two or three times in an individual's working life; and that failure to be retrained will make for chronic and personally devastating unemployability.

In an effort to blunt the awful impact of permanent unemployability, some thinkers propose that we re-define such notions as work and employment. I may be quite wrong, but I suspect that such semantic adjustments are for Alice in Wonderland, where a word may mean anything you wish it to. It is clear at once that we are not now up to it. It is pointless and cruel even to imagine that Canadians are in general retrainable; that is retrainable for "career-crossings." We are not in shape for it. We lack the intellectual muscle-tone. We are out of shape mentally.

In our national culture, we tend to regard matriculation and convocation as the completion and putting behind one of a unique phase of early development, never to be repeated, if one is lucky. There are exceptions, of course. Most of us, however, begin to lose our intellectual edge within a year of school-leaving, and spend the rest of our lives in progressive cortical relaxation (aside from the over-attention given our narrow professional concerns).

I say flatly that such a population cannot be retrained. I say this notwithstanding the impressive strides taken since World War II in Continuing Education. We have more of it now than ever before, but, by and large, it does not keep us fit; it merely keeps us occupied.

Many thinkers believe that Continuing Education programs are and should be a rather refined form of leisure. Most programs carry no academic credit; they tend to be taught by those with lesser qualifications than their "daytime" counterparts, and for whose services they are less well paid. Continuing Education courses typically do not require anything like the work of a credit course. That they can inform, edify, stimulate and amuse goes without saying; but, psychologically, they are not the real thing. They do not test our intellectual mettle in ways that anyone finds wholly convincing.

Canada would take a large step toward retrainability if the idea of Continuing Education as leisure could be transformed into the idea of Continuing Education as a hard, satisfying, certified accomplishment.

Employers everywhere, if they are to play their proper role in the transitions that lie ahead, should encourage all employees whether by job description or otherwise, to take up some form of off-the-job intellectual work. It need not be academic work and should not always lie too close to the heart of one's employment. It could be any form of activity for which the discipline of learning is required - anything in which competence is measured by appropriate methods of certification.

At the hub of this suggestion is a fundamental principle: the psychology of retraining under pressure is the psychology of putting yourself on the line mentally. Nothing less will ready us for the trauma of job dislocation and retraining. So then: if the facile metaphor of lifelong learning is to be of genuine service, it needs to drive social practice in the direction of constant intellectual renewal.

If the new economic order is to be knowledge-based, then the workforce must accustom itself to the acquisition of knowledge, and knowledgeability must be fostered as a basic qualification.

What have I been trying to say so far? Canada's economic well-being and her survival as a country capable of generating wealth enough to endow public policy and to capitalize private initiative require that Canadians in very large numbers rid themselves of their mental rust.

This, I think, deserves to be called a megaproject, for we here countenance a cultural transformation which is simply vast. And universities will play a part in it, not the only part and perhaps not even the dominant part, along with colleges, corporate classrooms, the private education industry, government departments, school and library boards, and the software industry and the media.

As for universities, the challenge could hardly be more timely (to say nothing of difficult), since a good deal of conventional practice in those institutions will have to be revised if the challenge is to be met. Serious questions need to be put and answered. Some of the questions might be these:

- What to Offer?
- To Whom?
- Packaged how?
- Taught by whom?
- Using which instructional approaches?
- Paid for how?
- Administered how?

It is worth noting that such questions already find the universities off-guard. Their own undergraduate arrangements are designed for the 17 to 21 year old who has a good deal of discretionary time to devote to his university life, and who requires or would benefit from, apart from his intellectual work, time to reflect and mature, to attend parties and football games, to make friends, perhaps to fall in love - in short the undergraduate program is and is designed to be an instrument of youthful socialization. And, though differing in detail and emphasis, the doctoral program is also designed for the long haul and emphasizes, if not socialization, then professionalization.

The methods of instruction appropriate to such program designs do not and do not seek to maximize formal learning in the time available. The typical four year degree does not represent four years of learning, (i.e., schooling). For increasing percentages of full-time students (30% at my university), namely, those classified as mature, this is a less than satisfactory arrangement. Too frequently the discretionary time cannot be found, and typically these students enter university every bit as socially complete as they intend or are going to be. As we speak, forces such as these are redefining this university, and therefore we think about adult education in a context of some instability. It is not at all out of place that we wonder whether institutions which impose unrealistic requirements upon up to a third of their full-time undergraduates could avoid conveying to adult education students similar kinds of institutional hostility.

The contemporary designs of continuing education programs are themselves in need of reconsideration. Divisions and faculties of continuing education still present themselves passively and reactively, as inchoate, everchanging markets in which to satisfy the wants of an ill-defined, ill-understood, and impermanent consumerate. And for the most part, without earned academic credit!

There are various projects, that link one way or another with our capacity to produce wealth, and therefore, to support our civilization, that continuing education might seriously consider taking on. One has to do with the widespread notion that during the 1960s and early 1970s when the curriculum was in such disorder, the humanities and liberal arts were displaced from positions of central influence. If we are to believe the chief executive officers of our leading corporations, this has been catastrophic; and not, unfortunately, an isolated, historically specific episode, but one that ramifies and iterates, corrupting the workplace, the schools, the professions, the media and private life alike with an epidemic of inarticulation, analytical numbness and cultural senility. If there is any truth to such devastating scepticism, then there is a generation to re-educate, to be introduced to the joys and the discipline of the liberal arts.

Another possible project is suggested by the Alberta White Paper on an "Industrial and Science Strategy: 1985-90."[2] If the White Paper expresses firm government intention to encourage the remaking of Alberta's economy, (or Minnesota's or North Carolina's) with a lessening of reliance on natural resources and an increased commitment to value-added activity marketed in the economies of the Pacific Basin, and if the public believes that such policies may take hold in those regions, then where, pray, is the specialized talent required for effective competition in those exceedingly tough markets? Canadian traders need skills, linguistic, economic and cultural which today are not being taught with anything like the frequency and concentration that public policy implies.

Now it is quite plain, I think, that the humanistic or liberal re-education of a lost generation and the (may I say?) orientation of armies of Pacific traders cannot realistically succeed if prosecuted on the four year model. Would-be clients have neither the time nor the inclination for such lazy rhythms. Pedagogy is not silent on how to proceed with concentrated, much-shortened approaches which, on evidence, yield for most subjects at least the results of the four year approach, if not better.[3] Equally it follows that professors whose primary duties are the undergraduate, graduates and research programs of the multi-year models, cannot be the central constituency of the instructional staffs of our two projects. As one colleague put it recently, perhaps a bit sharply, "Continuing Education deserves better than the professor whose cottage needs a new roof this year," and she added "to say nothing of the failed Ph.D. lurking unhappily and uncertainly on the fringes of academic life." No, Continuing Education needs its own permanent staff, well-experienced with methods of the compact, fore-shortened academic term, and both trained for and committed to instructional flexibility, and, finally whose motivation is professional rather than avocational (or financial - Christmas is coming). I know it will be said that this is a hopelessly unrealistic suggestion, something no doubt that only a retired University president, now freed from the necessity to put his money where his mouth is, could think up. For how are the very substantial costs of a permanent, professional, pedagogically specialized instructorate to be paid for? Well, they are to be paid for by their clients and their sponsors, which is precisely the arrangement currently in place in the private educational industry. The problem is not, I believe, financial; it is contractual and administrative. You do not need me to remind you of the difficulties of absorbing into Faculty Handbooks a new instructional cadre, with different obligations and objectives and a different career structure form the "4-year" professoriate, or in winning academic Senates accreditation of its courses. If divisions of Continuing Education presently face institutional hostility, whether from Budget Committees or whatever other source, I can only think that the substanted adjustments that I've just now touched on would soon feel the full blast of Medieval chilliness and collegial repudiation.

And so I am prompted to wonder whether in contradiction to the position I took before the MacDonald Commission it might not be better to take a more radical departure - to incorporate Continuing Education an autonomous, arms length, university-based Institute, with its own governing council, its own legal authority to offer accredited instruction, to administer its own staff and to set its own goals; and the obligation to raise its own budget, guided by general accords reached with the Governors of the host University. Various kinds of research and instruction are now offered in this way - the Westminster Institute of Ethics and Human Values at the University of Western Ontario comes to mind as just one example. The Institute of Further Education (IFE, an unfortunate acronym) could be either a for profit or a not for profit enterprise, self-financing in either case. And its University partner could (and should) provide the institutional succor appropriate to such a relationship - space, utilities, services and, possibly, contracts to take on some of the University's own public service commitments. Focused in these ways, IFE's would stand or fall on the quality of their programs and the soundness of their management and developmental strategies, and they would make a solid contribution to national life to the extent that they effectively scrubbed away at our mental rust, to the extent to which they aided the nation in its necessary transition to learnedness.

NOTES

1. John Woods, Brief to the Royal Commission on the Economic Union and the Development Prospects for Canada, University of Lethbridge Press, (1983).
2. It is also suggested by numerous such reports from all over North America.
3. As foreign service and military experience makes clear.

REMARKS ON PUBLIC SERVICE:
SOME THOUGHTS ON A FACULTY ATTITUDES SURVEY

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Paul Yuker, in his ASHE-ERIC HIGHER EDUCATION RESEARCH REPORTS, 1984 monograph entitled "Faculty Work Load: Research Theory and Interpretation," acknowledges that public service is variously defined from one institution to another. "Often," he states, "they include service to the community, state, and Federal agencies, to foundations, and so forth, (Institute for Research, 1978) but not activities unrelated to professional competence, such as membership in non-professional organizations, unless the institution requires them..." (pages 58, 59). He suggests at four-year institutions, faculty devote about 4% of their time to public service, and among all institutions, institutional types, discipline and rank, only 2 to 3% of a faculty member's time is devoted to public service. Given this situation, what then might a college or university expect of its faculty with regard to the function of public service?

Some Thoughts about Faculty Attitudes

In January 1981, a report on Faculty Attitudes Towards Continuing Education and Public Service was completed at the University of Illinois. This study, conducted by a mail survey, was administered to faculty members at the three campuses of the University of Illinois regarding activities in continuing education and public service. (Since the time of the study, the University of Illinois has consolidated into two campuses--one in Chicago and one at Urbana-Champaign). Completed questionnaires from this study were returned by 71% of a statistically-random sample of 2,100 faculty (700 per campus) holding the rank of assistant professor or above. The faculty were asked a series of questions regarding the previous years' (1978-79 academic year) activities in continuing education and public service. In this study, "public service" was defined as "non-instructional service, technical assistance, and applied research directed to problems or decisions in the interest of the community and society at large."

Table I shows the percentage of University of Illinois faculty members who participated in continuing education and public service activities during the 1978-79 academic year. Overall, nearly one fourth (24.6%) of the faculty from all campuses reported having taught in continuing education. Virtually the same overall percentage of faculty (23.6%) were active in University-organized public service, while nearly one half (50.4%) of the faculty involved themselves in public service activities outside the University.[1] The specific nature of the public service tasks, and the agencies receiving these services, were unique to each faculty member, as reflected by the great variety of the survey responses. Services provided, of either type, tended to fall into several broad categories:

1. Advising and consulting for public and private agencies
2. Serving on committees for professional societies and government agencies
3. Giving lectures and public speaking
4. Reviewing and evaluating ongoing programs or operations
5. Activities in local civic organizations, such as Boy Scouts and League of Women Voters.

TABLE I

PARTICIPATION OF UNIVERSITY FACULTY IN CONTINUING EDUCATION AND PUBLIC SERVICE IN 1978-79 (PERCENT OF FACULTY)

	CAMPUS			ALL CAMPUSES
	A	B	C	
CONTINUING EDUCATION	26	12	32	25
PUBLIC SERVICE (U of I)	27	19	19	24
PUBLIC SERVICE (OUTSIDE U of I)	51	48	50	50

Table II presents a categorization of the types of organizations and agencies receiving public service from the University of Illinois faculty in 1978-79. In University-organized public service, the primary recipients were educational institutions (32.9%), state agencies (13.7%), and private business (10.1%). A small amount of University-organized public service in 1978-79 was provided for the federal government.

Of public service not organized by the University, 18.4% was for private organizations and 15.0% for agencies and state government (see Table III). Additional public service was rendered for the federal government (13.1%) and for various national and professional associations (28% combined.)

Faculty were asked to indicate the major reason for their public service activities in 1978-79 (see Table IV). The most frequent reason given by participating faculty at campus B was that agencies outside the University had requested their services (about 70.0%). Second among the major reasons was a desire to increase the sensitivity of needs in society (cited by 42 to 51% of the faculty, depending upon the campus). Other major reasons which were given include: gaining professional status (about 25% of faculty on each of the three campuses) and experiencing the pleasure of meeting new people. Interestingly, earning additional income and meeting requirements of professional societies were clearly not among the factors which motivated public service activities of the University of Illinois faculty in 1978-79.

A minority of University faculty felt there were programs and activities in public service in which their departments could be more active. Only 34% of faculty at campuses A and C, and 45% of faculty at campus B responded positively to the notion that departmental activity was needed in public service. An extremely broad spectrum of potential programs in areas of service, indigenous to particular academic departments and interest of individual faculty members, was again mentioned.

Faculty were also asked "what it would take" to have a department become more active in programs and activities related to public service. In this report, faculty indicated budgetary support from a college was of primary

TABLE II

TYPES OF ORGANIZATIONS RECEIVING PUBLIC SERVICE FROM UNIVERSITY FACULTY-ALL CAMPUSES (UNIVERSITY ORGANIZED)

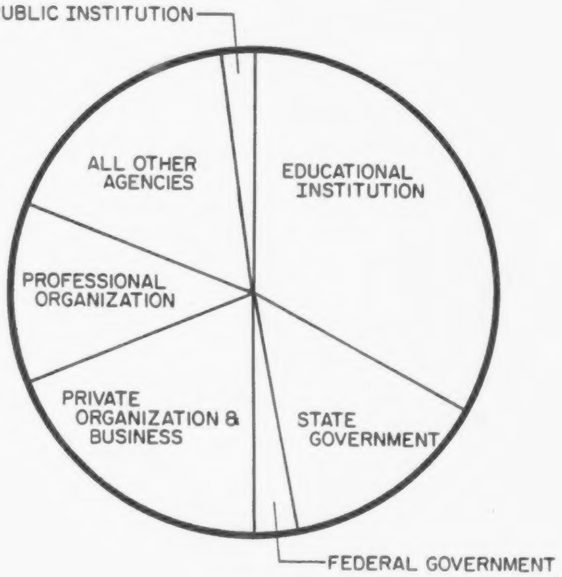

TABLE III

TYPES OF ORGANIZATIONS RECEIVING PUBLIC SERVICE FROM UNIVERSITY FACULTY-ALL CAMPUSES (NON-UNIVERSITY ORGANIZED)

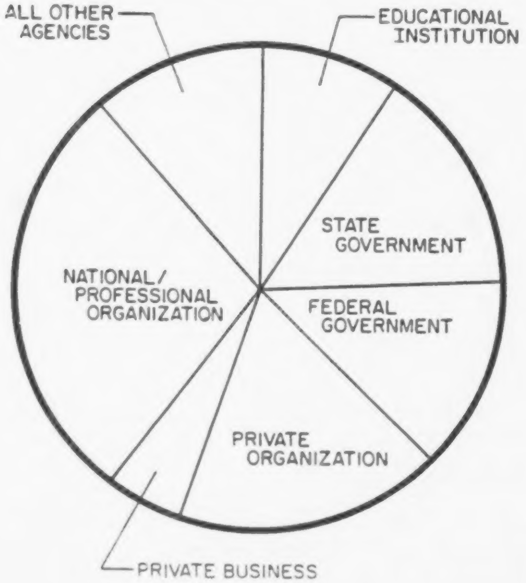

TABLE IV

REASONS FOR ACTIVITY IN PUBLIC SERVICE

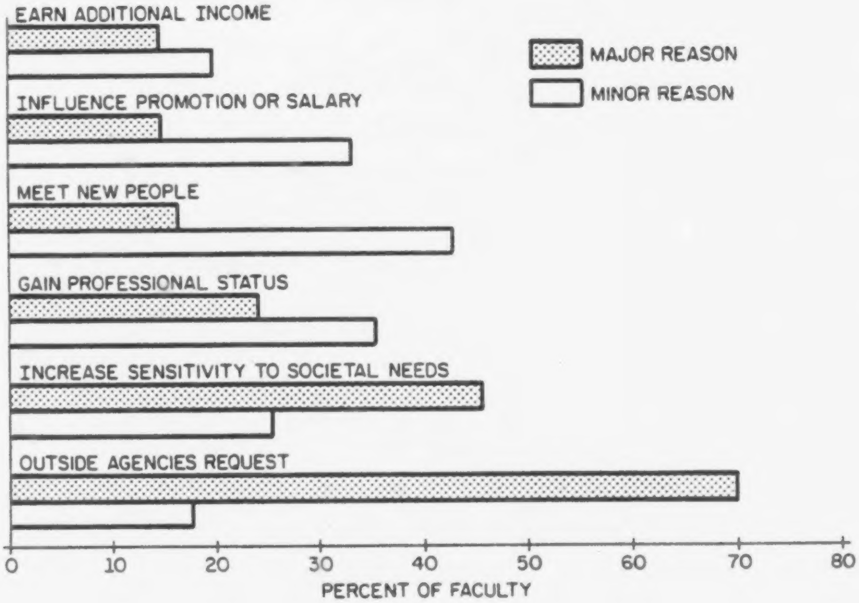

TABLE V

LEVEL OF AGREEMENT OF FACULTY WITH STATEMENTS ABOUT CONTINUING EDUCATION AND PUBLIC SERVICE

(PERCENT OF FACULTY)

STATEMENT	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE
PROGRAMMING PRIORITY	30	45	20	5
MAINTAIN CURRENT ENROLLMENT	28	50	16	6
USE PART-TIME FACULTY	11	39	35	15
EXTRA PAY	44	41	12	4
CONTINUING EDUCATION DETACHED FROM PROMOTION AND TENURE	41	45	11	3
PUBLIC SERVICE DETACHED FROM PROMOTION AND TENURE	36	43	17	3
CONTINUING EDUCATION CRITERION FOR APPOINTMENT	10	23	34	33
INSTRUCTION ON-LOAD WITHOUT EXTRA PAY	5	19	35	40

importance for a department to emphasize public service activities. Given this need, there appears to be a high level of support and encouragement for the activities among the faculty. Apparently, administrative encouragement goes a long way toward effective public service participation on the part of the faculty. While consideration in salary or merit increases and promotion and tenure were indeed mentioned as factors in promoting public service activities, they are not so strong of potential barriers to public service activity as is the lack of either money or of personnel.

The final section of this survey asked faculty to indicate their level of agreement with the statement about continuing education and public service (see Table V). Faculty were asked to rate on a scale of "strongly agree" to "strongly disagree" several statements concerning continuing education and public service activities. The most agreement or disagreement is reflected in items pertaining to continuing education. For example, among the faculty, a large percentage agreed contributions in continuing education are not a key factor in promotion and tenure, that continuing education activities are detached from those leading to promotion and tenure, and University of Illinois faculty should receive extra pay for continuing education work. Despite its perceived discontinuity with activities leading to tenure and promotion, 75% of the faculty agree continuing education instruction should be a major program priority of the University.

In the area of public service, these activities were also viewed as detached from leading to promotional tenure (79%) indicating agreement that public service is not a key factor in promotion and tenure decisions in their departments.

Over 75% of the faculty felt in the next five years their departments would initiate new efforts to maintain existing enrollment levels. This was especially noted at campus B where more than 90% of the faculty indicated agreement.

Summary

The data in this report, filed in early 1981, reflects some of the attitudes of faculty at the University of Illinois regarding their involvement in continuing education and public service activities. Many more faculty participated in these activities than was originally believed. It is clear the incentives provided for participation are often not the same as those used for their participation in teaching and research. At the same time, many faculty believe more should be done in continuing education and public service and that many of them would be willing to do so given some encouragement and additional incentives. Additional study is required in colleges and universities of other types, size, and organization before definitive statements about faculty attitudes towards continuing education and public service can be more broadly generalized.

NOTES

1. We defined University-organized public service as that which is requested of faculty by a department, college, or other unit of the University. Public service activities outside the University is defined as that which a public or private agency asks directly of faculty.

PUBLIC SERVICE AS A PRIORITY: SOME UNEASY QUESTIONS

Lawrence Poston, Associate Vice Chancellor for Academic Affairs,
The University of Illinois at Chicago

Lest my title arouse the suspicion that I am about to play the role of house reactionary and call for a return to the bucolic simplicities of a departed Golden Age in higher education, let me say from the outset that I am not, repeat, not in that kind of game. If I were, I should speedily (and correctly) be fired from my administrative position in my present institution (I waive for the moment whether that would in itself be a desirable measure for other reasons), an institution which is probably as urban as any represented in the room. I was a participant, albeit not a very talky one, in the discussions at Wayne State that led to the preparation of the excellent Elman-Smock monograph, and its authors have adroitly cut off any means of retreat by listing all of us in the back of the monograph, though making no pretence that we were either unanimous or equally committed to every word that appeared therein. But I am not looking for a retreat, for in all honesty I do believe the work provides some important guidelines which will be useful in the evaluation of faculty performance, and will, if only we can now get our constituent campuses to listen and to heed, enhance the quality of such evaluation in an arena which has sometimes aroused either suspicion or dismissiveness - and sometimes, I regret to say, for good reason. "Uneasy questions," in this context, are not designed to mark an orderly or disorderly retreat, but to help us go forward, and I hope it is in that spirit that this audience will accept my remarks.

If my phrase "uneasy questions" may be permitted to pass muster, then perhaps the term "public service" still does not. With some care, Smock and Elman have spoken, rather, of "professional service," perhaps because in some incautiously-prepared promotion and tenure forms the term "public" has indeed been yanked into usage to cover a multitude of amiabilities, such as leadership in the Boy Scouts, service in an aldermanic campaign, or the quality of one's prayer life. I have to confess that when I sent off the title and prospectus to Nevin Brown last winter, I framed the title carelessly. On second thought, I am inclined to defend my carelessness, because I suspect that in the public arena, the rhetorical implications of "public" are likely to carry us further, and to better advantage, than those of "professional." For that, it seems to me, is what our discussion has been about: the role of public land-grant institutions in addressing public needs, devoting our professional lives in some measure to the public weal. My note of caution, rather, is couched in terms of the increasing number of things universities are being asked to do. The spate of national reports, some of them unexceptionable, some of them perhaps more splenetic than useful, dealing with the inadequacies of our undergraduate programs have already received ample attention. We see around us increased concern with student preparation in basic skills, increased concern (orchestrated by Secretary Bennett and others) with the measurement of performance outcomes, and dire predictions of a U.S. lag in basic research which will put us at a competitive disadvantage on the international scene. As an administrator and quondam Victorian scholar, I am these days all too painfully aware of the poignancy of Matthew Arnold's wonderful phrase about a multitude of voices counselling different things. In hard budgetary terms, our institutional decision-making is going to have direct consequences for how much we invest in public service, or even how we define it. How much goes to our laboratory for cell and molecular developmental biology, and how much to our cooperative education program? What emphasis do we give to reducing class sizes in freshman composition and mathematics courses and to the training of incoming TA's on the one hand, and what emphasis to building evening and continuing education programs on the other? At what point does our promise to "deliver" on some aspects of the needs of our cities become irresponsible when there is a tuition on tax shortfall? When does service become servitude, and at what price to institutional autonomy and academic freedom - and how do we know when that boundary has been crossed?

An example close to home. The recent Bowen-Schuster report, American Professors: A National Resource Imperilled, projects faculty shortages, even in fields like my own, by the mid-1990s. At the same time, in the scientific, technical, and to some extent business fields, the old "gentleman's agreement" that private firms will not raid university faculties is now lapsing into disuse. One particular department of which I have some personal knowledge has recently seen several of its faculty involved in technology transfer projects which have led to the setting-up of their own companies. As scientists in an essential discipline, they have become less and less available to the institution. In the meantime, we find it virtually impossible to hire beginning faculty in some fields because what it would take to get them would throw salaries at their level and even at levels above them totally out of kilter. Of course one may respond that these risks are inevitable. A university cannot build the ivory tower to keep its Rapunzels at home any more than to keep the crass world out. But it seems to me essential to caution that we may be seeing the beginning of a skewing of priorities and resources which challenge a too ready assumption that the major benefits of interaction with external agencies accrue automatically to the university.

The first consequence I draw from these ruminations, therefore, is that if, as I suspect, our paying public may be asking universities to take on too much, then we need to establish priorities in specific institutional situations. I would tentatively lay down the following assumptions: that those units to which we look primarily for a productive involvement of faculty in public service be those which are already strongly positioned to do so, and that we proceed cautiously about investing in public service areas where the will and the resources remain to be developed. Further, that we pay particular heed to the strengths and weaknesses of the other institutions, if there are any, in our own immediate urban environment before making new commitments. Should the University of 'X' make a heavy commitment to Social Work if the University of 'Y', three miles away on the subway line, has a well-established program that is serving urban needs? Does "our" university see a target of opportunity in a particular area of urban planning which has lapsed into desuetude with the retirement of Professor Crotchet at "their" university? If we are offering continuing education to a particular group, are we talking about front-line supervisors? middle-level management? What should the doctoral institution undertake and what should it leave to other kinds of institutions? But such institutional decisions must also be made with respect to the balance of a particular program internally: one department may require the curbing of its public service functions in the interests of restoring a balance that has been lost in its undergraduate offerings. My first plea is that NASULGC and our friends in Canada explore these questions with an eye to offering advice to institutions under financial duress, which these days would appear to be most of them, or should I say most of us. The most useful approach this time around, I would suggest, might well be not an elaborate policy statement, but a series of commissioned case studies showing how individual departments, schools, or other units have tried to develop an appropriate balance of commitments to teaching, research, and public or professional service within the framework of their own mission and under conditions of financial duress. If these institutional questions remain, so I think do a number of more personal questions. An unfortunate tendency in much of the debate about the role of public service in faculty careers, a tendency expressed orally for the most part and evident in the language of both the proponents and the skeptics, is to portray it as an alternative for faculty never capable, or no longer capable, of more traditional scholarship. (I do not here intrude the criterion of genuine "originality" which, if rigorously defined and adhered to, would mean the disappearance of most scholarship, some of it quite useful). But as administrators, and especially in that part of our role which may include the counselling of younger faculty members, I do think we have a responsibility to provide some degree of caution when we suspect that a heavy involvement in public service is becoming dysfunctional for them as teachers and scholars. In a paper at the Tampa conference last year, Paige Mulhollan made the very good point that "it is not the Harvards or Berkeleys which are intolerant of professional service or 'applied scholarship'....Instead, the intolerance of anything other than traditional research in the faculty reward structure occurs most virulently at 'institutions on the make,' and that's most of us." To this let me add that when proponents of a greater emphasis on the role of public service phrase it as if it were an "out" for the less successful, they do their cause and their colleagues an injustice. My own suspicion is that some of the very best and even most "original" minds in scholarship are also among those most admirably equipped to carry their findings into a wider public arena, and that someone not already good at teaching and not already with some track record in basic research is not likely to be terribly effective at applied scholarship either. Therefore, it seems to me of the utmost importance to frame the debate so that applied research, where appropriate (and it is not equally appropriate or natural in all disciplines) is seen as part of a continuum in the total professional life of a faculty member. We do need, however, to speak to the delicate issue of timing in that professional life. At most institutions, it is the counsel of realism to caution younger faculty to establish themselves on their home ground first; a substantial commitment to public service - and I realize here that "substantial" is a question-begging term - will probably come more fittingly after the reward of tenure. But to say this is also to do justice to the larger society which we conceive ourselves as serving. It is hardly a service to either the profession or the public to send out an unseasoned young person, still imbued with the graduate school ethos as we all were when we finished our own degrees, to apply his or her knowledge to complex public issues when that knowledge is itself in the early stages, and his or her scholarly commitments still in formation. On the other hand, once tenure has been awarded, that faculty member should be able to define his or her future career profile in a way that unites his own best interests with those of the institution, always remembering that a total abandonment of any of the three roles which characterize an effective professional is contrary to the interests of both institution and faculty member.

My cautions might be summarized as follows: Let's not promise more than we can deliver. Let's not skew our mission. Let's not duplicate what other institutions in our area may be trying and may be doing as well as or better than we could do. Let's not be embarrassed about good professional or public service, but let's not be hesitant to define it as less than adequate when it is. The Smock-Elman monograph provides an excellent blueprint for doing just that. Let's be attentive to the best interests of the faculty member and the discipline, and recognize that those interests may themselves be different at different stages of either the professional life cycle or the development of the particular discipline itself. Above all, while giving professional or public service its rightful place in the pantheon of academic virtues, let's not make it a new absolute or sine qua non. The erosion of basic research and teaching functions will in the long term endanger high quality public service. Too much will be expected of too few in the 1990s and after, and having asserted the importance of public service, we need to keep it in the context of the many and diverse roles a modern institution is called upon to play.

CITY - UNIVERSITY INTERACTION: A POLITICIAN'S VIEW

Donald Fraser, Mayor, City of Minneapolis

Introduction

It is a great pleasure for me to talk to you today about my view of City-University interaction. Let me tell you why I delight in this opportunity.

First, because Winnipeg is Minneapolis' Sister City. I have not had the chance until today, however, to view the results of the Winnipeg Core Area Initiative, a tri-level/government program aimed at revitalizing the economic, physical, and social conditions of the inner-city. I welcome this opportunity to view the results of an impressive municipal program.

Second, because I am a city campus kid. I grew up adjacent to the University of Minnesota where my father was the Dean of the Law School. I attended University High School on the campus and was graduated from the University of Minnesota and its Law School. While still a law student, I got mixed up in City and State politics.

Third, because I can try out on you some of the remarks which I wrote only a week ago as chair of a Subcommittee on Technology Transfer for the Governor's Commission on the Economic Future of Minnesota. You will soon hear how strongly I feel about the importance of University leadership from the top of the pyramid of educational institutions within our state, and from the bottom of grass-roots efforts to create high expectations for the academic achievement of our citizens.

The Interactive Values of City University Interaction

Your conference agenda provides a good outline for this talk. Those who developed the agenda have considered important elements such as the mission of identifying new constituencies and serving urban students, faculty involvement in public service, inter-institutional collaboration, the role of the urban university in economic development, and the role of the urban university as a community activist. Each of these topics, however, tend to focus on what the university does to or for its locale, rather than on what the urban university's faculty and students gain from their locale. It is important to stress the value of interaction for the University as well as for the community.

I was struck by the one-sided emphasis typical of our University as I reviewed the charge for a University study of "Social Concerns that Affect Learner Outcomes" which involved my staff. The study group was asked to look at topics including: "a) ways in which the University might be useful to community agencies approaching problems of family and youth; b) ways in which University students can be engaged in community betterment projects; and c) ways in which the University can help the schools confront the challenge of educating bilingual learners." Note that each of these items talks about how the University can help the community. What about looking instead at the ways in which the community helps the University? I find that the University spends little time on this aspect of interaction.

Some of our City Council Members in Minneapolis would tell you grimly about the service which they are providing during this Freshman Orientation Week by taking calls complaining about lack of parking on the University campus...or about the service which our police are providing to break up the noisy parties convened by joyous undergraduates returning to the nation's largest urban campus. Although the University is the largest of the tax-exempt institutions which take up 20% of our City's land, it receives the full range of City services, paid for by City taxpayers.

I would prefer to emphasize the opportunities offered in the City of Minneapolis for students who get jobs to pay for their education, and for students and faculty who test the reality of academic ideas through internships and study projects. We have a resident population handy for testing, surveying and otherwise acting as guinea pigs for the use of academic tools. Within our metro area, we accommodate the full range of housing tastes of undergraduate and graduate students and faculty. And we provide cheap transportation to get them from house to academic home. We also provide a full variety of cultural activities to broaden education, meet aesthetic tastes, and fill idle hours. And we provide the hotels and restaurants and sporting events to satisfy University guests as well as students and faculty.

There is no ivory tower on an urban campus. But there is an urban environment which is energetic, vital and real, in its nourishment of the academic environment.

The Competitive Edge: Education

Having put down the "do-gooder" tone which tends to colour discussion by University personnel about interaction with their urban communities, I will now emphasize the critical importance of the university's role in shaping expectations which will, in turn, shape the future of our state, nation, and continent.

Allow me to be provincial, using Minnesota to exemplify the university leadership needed to shape expectations about our future. Minnesota's most significant competitive advantage economically has been the skills level and educational achievement of its people. People who are better educated earn more and are unemployed less. People with limited educational backgrounds frequently cannot participate fully in this modern economy. For the balance of the 20th century and into the 21st, increasingly Minnesota will have to compete based on its brainpower.

Compared to other states, Minnesota has traditionally put more money into its educational system and expected more out of it. Minnesota fares well on many indicators of educational achievement including dropout rates, post-secondary participation, and percentage of adults with a high-school education. Minnesota stands out among states in its achievement of geographic access to post-secondary institutions. For its residents, Minnesota is perceived to be successful in its educational achievements as what the Governor describes as "The Brainpower State."

The problem is that the public perception of the success of Minnesota schools does not conform to reality if viewed from an international perspective. Researchers from the University of Michigan looked at the math performance of students in Minneapolis suburbs, Taiwan and Japan and found that students learned less in our suburban schools than in either of the east Asian school systems. Strikingly, the parents' perception in Minnesota was that the schools were doing a good job, while east Asian parents had a higher rate of dissatisfaction with the schools there.

Significantly, parents in Japan and Taiwan think that academic achievement is linked to hard work, leading to better acceptance of homework, longer school years, and greater emphasis on academics in schools. The study showed that American parents link school performance to talent. Students and teachers perform only as well as they are expected to. If the public is willing to accept second-rate education by world standards, that is what they will get. To a large degree, complacency and misinformation about academic achievement hinders efforts to get more out of the state's education system.

My concern about educational standards in Minnesota can be applied to the U.S. as a whole. Given the nation's lack of competitiveness in labour-intensive manufacturing, the future of the nation's economy is more and more dependent upon our brain power - the power to innovate. Minnesota's educational system now finds itself in a parallel position to American industry. It is being compared to global, not domestic, standards. The graduates of Minnesota schools will compete, in a very real sense, with those educated in Germany, Japan, Taiwan, and the Soviet Union. In both education and industry, methods that worked in the past cannot be expected to work in the future. American industry and American education carried the nation to the highest standard of living ever achieved but it is clear now that past success will not secure the future. Reorientation to new and higher standards is not certain. Some American industries are rebuilding themselves. Others will disappear.

East Asian and other nations are now in a position to manufacture products that used to be exclusively the preserve of North America, Europe, and Japan.

In most poorer countries, people will work longer and accept less pay than Americans will. Competition on this basis will lead to eroding living standards. To maintain progress, Americans will have to be more productive and more skilled than the competition.

Doing more of what we are doing now, with a little fixing up here and there and perhaps a few more dollars, cannot be our strategy. Basic reorganization of the incentives within education is necessary to increase achievement standards to global levels. This implies putting resources in successful education, not in mediocre education. It implies a renewed commitment to achievement at all levels and across the board, not an evolution into a two-track system where only some students succeed. In short, it means a renewed commitment to public education at all levels in Minnesota, and throughout the U.S. and continent.

A renewed commitment would manifest itself in two ways. First, it would mean a reorientation of the incentive system and mechanisms to measure educational output. Second, it would mean a clear commitment to supply the financial resources needed to achieve the desired output. Simply demanding more of the system without added resources will not change things. At the same time, simply putting more money in without changing incentives will be a waste of money.

The University's leadership in shaping expectations about academic achievement is critical. In Minnesota, the University's new president, Kenneth Keller, has assumed leadership in declaring a "Commitment to Focus." Keller's approach recognizes the need to improve academic performance to assure a competitive edge for the state's only research university in the state's economic future. He is trimming back anachronistic programs, raising standards for entrance, reducing the number of undergraduate students while increasing incentives to attract outstanding students from around the nation, creating chairs for outstanding teachers, and developing technological support for researchers. He has managed to galvanize the private sector in a major campaign to raise $300 million for support of his "Commitment to Focus." At the same time, Keller has insisted on clarification of the roles of other post-secondary systems in Minnesota to assure access for every student to a post-secondary institution among the array of state universities, community colleges, and area vocational-technical institutions.

Pre-K Through 12 Partnerships

At the centre of pressure for education reinvigoration, the University should also be active: a) demanding improved standards in pre-kindergarten through 12th grade education, b) training the professional teacher corps which must provide educational leadership, and c) providing bridges to improve the possibility of post-secondary education for disadvantaged and minority youth.

Through its own standards for admission, a university sets standards for the schools which feed students into post-secondary education. Given the decline in the population of youth of college age, forecast to continue until the late 1990s, universities will be tempted to lower standards in order to keep enrollments up. I believe that this approach would be a great mistake. A more appropriate route to maintaining enrollment would be to seek out the part-time adult students who require retraining but must work at the same time they go to school.

Our university is still oriented to the just-out-of-high school, full-time student. Financial aid programs, course offerings, and social programs do not meet the needs of part-time adult students. Financial aid should take into account the realities of adult life, including the need for transportation and child care. Both graduate and undergraduate programs should be restructured to allow for adult students. The urban university has a great advantage in its ability to broaden its market for enrollment by attracting adult workers. The mix of ages can invigorate classroom discussion and provide valuable cross-age social interaction.

I am seriously concerned about deficiencies in the number and quality of teachers trained by our universities to assume leadership in the pre-K through 12 classrooms. Now that the echo-baby-boom generation has entered school, requiring more teachers, college students are still under the impression that no teaching jobs are available. According to their SAT scores, the caliber of those entering our College of Education in Minnesota is low in comparison to that of students in the other colleges of the university. It is not surprising, given the low pay, low status, and tough challenges of a teaching career.

The basic need is for a mechanism by which teachers can take over professional responsibility for schools and their output, and receive in return professional salaries. The turnover in the teacher corps between now and the end of the century will be enormous, with about half of the current teacher force in Minnesota leaving. It is time now to look for a different market for part-time and full-time teachers. I would like to see our university reach out to college-educated adults who are ready for early retirement, or who would like to share their expertise one or two days a week in the classroom, or who are ready for a transition from their present vocations, or who are homemakers ready to go back to work, and provide late afternoon and evening classes in basic teaching procedures and educational measurement so that after one year they can acquire a master's in teaching and begin a bout of well-supervised practice teaching. If education is going to be successful, it must include a highly-motivated, highly-skilled, professional teacher corps. Just because there were no openings for teachers when the baby boomers went to college does not mean that, that generation should not participate in teaching as it comes to middle age. The urban setting is ideal for exploring new ways of training a new population of teachers.

I have mentioned the need for urban universities to provide bridges to higher education in order to improve the possibility of success in post-secondary education for disadvantaged youth. Traditionally, minority students have not done as well in the public schools as the majority population. An invisible two-track system operates in most schools, particularly in urban areas. This is intolerable on both social and economic grounds. Because minority students will be at risk in any reform, stronger incentives and higher expectations are in order. I am not calling for a double standard but rather a recognition of risk.

Last spring, I served on the board of the Commonwealth Fund as it reviewed proposals from universities for participation in the Career Beginnings Program. Because one of the sites for this innovative program is in the Twin Cities, I have been able to see first hand the beginnings of success for the Career Beginnings Program, which was initiated originally at Hunter College in New York City. Each year high school juniors, at least half of whom are economically disadvantaged and over 80 per cent of whom will be young people of colour, are selected for an 18-month program of work, mentoring, and career and education counseling. Led by the University of Minnesota and Augsburg College in the Twin Cities, the business community provides summer jobs and one-on-one mentors while the university and college staff provide enrichment sessions during the summer, counseling through the process of developing college applications during the senior year, and remedial courses in math, writing skills and study during the senior year. Special support including financial aid is guaranteed for students who complete the program successfully and enter post-secondary programs.

All urban universities should make the effort to recruit disadvantaged and/or minority youth through a Career Beginnings type of program. We will not be economically successful if we educate well only a portion of our people. Nor will we be successful if we waste human talent. Productive people are the only way to guarantee prosperity.

Collaboration to Address Social Concerns

Perhaps the most important challenge to education is to find ways to cope with a student population whose circumstances of life are dramatically different from those of their parents or possibly even their older siblings. The new student is a reflection of a changed culture, one in which, among other things, family arrangements have changed, exposure to drugs and alcohol is common, sex is experienced at a younger age, television has replaced print as the most important form of communication, and jobs have become common for students.

Experts may disagree on which social changes have the most impact on children and young people but most will acknowledge that poverty and changes in family structure are especially significant. In the U.S., one out of every five children and one out of every four children under six is poor. Nearly one half of all Black children and 40 per cent of Hispanic children are poor. In my City of Minneapolis, nearly one half of the students in our K-12 school program come from other than two parent households, and 40 per cent come from low-income families eligible for food stamps.

The challenges for schools and other youth and family serving agencies from these developments alone are significant. We need help from the University to address our problems.

The University of Minnesota has substantial faculty, student, research and teaching resources dealing with children, youth and families. By and large, however, these University resources work independently of one another. They could be more effective, not only in their own work, but in their capacity to assist the broader community if there were a better mechanism or structure for encouraging cooperative and integrative activities.

My staff has been working with University faculty to propose establishment of a Consortium on Children, Youth and Families. Endorsed by President Keller, such a consortium will help facilitate interaction between University resources and the agencies in the community serving children, youth and families. It will provide a single point of access for the community to ask for help.

The consortium should build upon the strengths already represented at the University. It should support new research and teaching activities, and it should enhance interaction among existing units and between those units and the community. To the extent it will accomplish these objectives, it will expand the knowledge base developed at the university and better serve the community agencies dealing with the very serious problems confronting our society. I suggest that there is a role for a similar consortium in every large city which is home to an urban university.

Partnership in Economic Development

I have talked about the need for collaboration in creating and implementing standards of excellence for Pre-K through 12 education and in addressing the problems in cities created by social and economic change. I would like to spend some time now talking about how we in the City of Minneapolis are working with the University and State of Minnesota to promote economic development.

Three years ago, I and the City Council appointed a Task Force on Research and Technology, made up of representatives from the business and university communities, to explore ways of fostering growth of our high-tech economy. The task force found that innovative ideas susceptible to entrepreneurial development were burgeoning in the University's research laboratories, and that venture capital funds in our metropolitan area were plentiful, but that entrepreneurial innovation tended to be stymied rather than fostered by University rules and procedures.

The group recommended creation of a Technology Corridor between the University and the downtown business community - a corridor both in concept and in its geographic location lying along river front land between the campus and downtown. Dramatic progress has been made on implementation of this concept. The Minnesota Technology Corridor Development Corporation has been formed. Its 18-member board is made up of one-half public sector and one-half private sector representatives. From the University of Minnesota, we have the President of the University and Chair of the Board of Regents and Dean of the Institute of Technology. From the city, we have myself, the president of the city council and the director of our community development agency. Nine chief executive officers make up the private side of the board.

More important, development of the Technology Corridor is already occurring. A new Super-Computer Institute will open later in the fall of 1986. I am told that it will contain more computing power than the Pentagon.

And FMC has initiated construction of a new research centre. We are widening the roadway which runs through the corridor, acquiring land, and creating a development plan for the full 125 acres. We have hired a consultant from Toronto who is familiar with research parks to help us develop a marketing plan. I believe that the corridor has tremendous potential as an incubator of entrepreneurial ideas which can then be spun off for manufacturing at other sites around the state of Minnesota.

The whole concept of the Technology Corridor stems from the point made by surveys of attributes of successful vis-a-vis unsuccessful research parks: the single most important factor for success was proximity to a large university fostering the creation of new ideas. I would assume that each of you affiliated with an urban university might take advantage of this relevant fact.

Conclusion

Obviously, the interactions between a city and its urban university are complex and continuous on a day-to-day basis. Attitudes about the benefit of interaction are shaped by the leaders on both sides of the campus boundary, however.

In the old days at the University of Minnesota, a faculty member seeking tenure was judged on the basis of three equally weighted criteria: 1) quality of teaching; 2) quality of research; and 3) quality of community service. For the last couple of decades, the balance has been heavily weighted toward research, demonstrated by quantity as well as quality of publications. I believe that much of the original balance is now being restored, and that community service as well as quality of teaching will again be valued. Community service should be promoted for University faculty and students just as it has been for the leaders of our business community. We on the city side need that service.

I look forward now to hearing from Dean Applebaum responding to my remarks and telling us of his ideas about city-university interaction.

RESPONSE TO CITY-UNIVERSITY INTERACTION: A POLITICIAN'S VIEW

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As I am filling in for Dr. Patrick Kenniff, the Rector of Concordia University, my comments and responses to Mayor Fraser's paper will be those of a Dean and are intended to illuminate my perception and perspective as a grass roots administrator, whose role is to manage tactically as well as strategically. At the level of Dean, it is crucial to impact not only on the business and government community, but upon one's university administration as well.

Concordia University is the amalgamation of Sir George Williams University and Loyola College, and is a unilingual university operating within a dynamic, bilingual, urban metropolis. The environment of Montreal is one that affords the uniqueness and interaction of a thriving North American city with that of a growing university committed to fulfilling the needs of the municipality and of being a participant and partner in the growth of both entities.

I would like to begin my response to this paper by discussing contemporary education with a somewhat critical perspective. Currently, most of the literature in the field deals with "excellence" in an aggregate manner and descriptive umbrella for everything. It may now be more apropos to look at some critical dimensions of academia and hopefully suggest some path leading to a light at the end of the tunnel which would be in the best interests of universities, governments, corporations and society. Mayor Fraser has challenged us to deal with the question of what is the role of schools and universities in urban settings. That is my task today.

Education in North America is rooted firmly and heavily in well entrenched paradigms. As such, it is increasingly deficient in providing young people with what they need to cope with changing environments. Students are taught about a series of matters which, for the most part, are unrelated to one another and to the world as they find it. They are not provided with any sort of framework within which to order and derive meaning from the information they get. They are not helped to understand the great integral transition in the midst of which they must function daily. Together, with the idea of scientific specialization, this lack of structure has produced an educational system unable to train minds to understand a relationship between things, to grasp the whole.

In an attempt to become more concrete, education has directed itself increasingly toward the real world but its focus is often piecemeal, governed by the old abstractions and disciplinary divisions. Furthermore, in the name of rationalism, education has been guilty of a form of irrationalism. We need to take a brief look at the modern university at this point. There was a time in the medieaval past, when the college told the incoming freshman "We know what an educated man or woman needs to know. We will give it to you and once you have it, you can go forth and cope." Today it says instead, "We don't know what you need to know. We assume that you do. Here is a thick catalogue, go take your choice."

The university appears to be a series of long dark tunnels, each represents a specialty and a field of expert knowledge that has been carefully dug over the years. The best person (professor) in each tunnel is at the end who digs a little groove in the darkness and if students are persistent they may find that this person will look up and mumble some response rooted in their discipline. Students wonder whether this is what is needed and they often ask themselves, "Do I not need to know what ties these tunnels together?"

Often, the prescribed remedy for a few students is for universities to tell them they should go out into the real world, take a year off, and through experience build their own integrated model of what is happening out there. Practical as this may be, it is an institutional "cop-out" and a very expensive way of doing the work of the school. This situation has created a need for the involvement of corporate society to help fill the void that universities overlook in their quest to conduct pure research at the expense of needed application. Remember, research yields grants which yields further research and this gives faculty high status exposure which we often reward despite the economic and social-psychological costs involved.

For its part, the corporate/government sector is often the moving spirit in innovation and the implementor of new ideas. This group is also the discoverer and the developer of state of the art processes in the production of goods and services. The academic sector, however, is the keeper and disseminator of knowledge from history, the experimenter, the creator of new ideas, the trainer of skill and the extender of the frontiers of human knowledge and understanding. But can these parties continue to maintain these fixed roles without a major price to be paid?

Fortunately, however, relationships that have already developed between the corporate and academic communities in Montreal, as an example, provide ample proof that the separate interests of the two can reinforce each other on a reciprocal basis. The prosperity of one is of direct benefit to the other and each can do much for the other party to enhance the welfare and success that they both can experience. But both parties must be rewarded for this marriage. Resources, and not rhetoric, are the starting points.

Universities influence in both positive and negative ways, the communities and societies in which they are situated. In major urban centres, the university has the implied responsibility to stimulate renewal efforts politically, socially, architecturally, and economically without waiting to be told what to do by the local governments involved. This proactive posture needs to also be reflected in its research, pedagogical and community service efforts which would lead to the positive label as being the tail which will wag the urban dog.

Universities must also integrate their raison d'etre which encompasses the activities of teaching, research and public service in technology transfer, conflict resolution, the establishment of research-problem solving centres to study urban issues, the offering of both credit and non-credit related courses, offering degree and vocational programs for specific interest groups and finally opening the university doors to the community, realistically for a peaceful coexistence and the derived demand benefits that follow. But they need a clear message from their contiguous communities that these efforts have a reward valence associated with them.

The nature and scope of academic-corporate collaboration efforts needs to be determined by the needs of the corporation and by the resources and expertise that universities can offer. Universities with an established reputation in a given field often find that communities seek them out for consultation and research. Those without such a reputation will need to start building the personal networks that create understanding and the foundation for collaboration. This may be the saving grace in this societal dilemma in which a cost has the potential to become an opportunity as a result of unfulfilled needs.

Expanding traditional and the development of new approaches to community-university relations in North America must now be addressed with a sense of urgency, because as the economy shifts from one that is resourced based to being knowledge-intensive, the era of the knowledge worker has arrived. Education now becomes a strategic national resource for any industrial economy hoping to compete in the urban as well as global village of the current decade. This point has been alluded to in the comments of Mayor Fraser and one which is in need of a great deal of current attention. The strategic planning for the future must begin now.

However, there are constraints and problems in need of recognition as well. As a result of compressed budgets and negative growth in institutional revenues with a continued upward pressure on costs, we have experienced forced reductions in academic budgets for the last ten years. Faculty salaries have been eroded steadily, maintenance and replacement of obsolete equipment has been deferred, academic programs and even entire schools have been eliminated from the university and spending on library resources has been seriously curtailed. In the past decade, real expenditures for students have declined. This event retards our mission and helps to explain why potential teaching personnel do not enter a depleted and demoralized occupation often not even considered to be a profession. We do not want to attract underachievers because quality personnel choose not to be recruited. This is counter productive to our joint mission.

Further budgetary strangulation is expected for the remainder of this decade meaning that universities will be required to make additional cuts and this is a development that poses a severe threat to the maintenance of educational qualities at levels consonant with national and corporate interests and priorities. The question must not only be philosophically posed "What does society want for its dollar" but must be resourced.

Given the challenges confronting both corporate and educational communities, the basic mission is for business and governmental organizations as well as educational institutions to review their current relationships as soon as possible with an eye to improving and strengthening their mutual welfare where everyone wins. All of the rhetoric on excellence achieved via educational collaborative efforts must be reinforced with action. Community resource allocation gives that message a loud ring.

While this may sound overly critical, many qualified academics are perceived as mercenaries and expected to sell their expertise and services to a bidder who possesses the resources and is willing to share these in the form of research grants, contract research, and consultation for professors who look for these messages from the community and universities of what work needs to be accomplished and what is the value of it to all parties concerned. This is one way of enhancing professorial self-esteem as well as synthesizing mutuality of interest while avoiding sub-optimization. We need to begin a new rhetoric. Faculty needs to speak to students, deans need to speak with faculty, presidents of universities need to to speak to deans and everyone needs to speak to the community to determine priorities which we are stating are in need of being articulated and resourced.

A realistic movement must be broadened and directed toward our notion of "excellence" throughout education. At the level of the individual, excellence can mean performing on the boundary of individual ability in ways that test personal limits. Excellence characterizes a university that sets high expectations and goals for students and faculty and finds a way possible to help everyone reach these goals. Excellence characterizes a society that adopts these policies for it will then be prepared through the education and skill of its people to respond to the challenges of a rapidly changing world. The rhetoric needs to be supported with action.

I feel my critical review of the university has been stated. The problem of the school in society at the elementary level is probably more serious as a foundation of the issue. In George Richmond's book, The Micro-Society School: A Real World In Miniature, he describes his experiences as a fifth grade teacher in Brooklyn, New York:

> Mass society has generated the kind of alienation that allows neighbours to live side by side without knowing each other. It has produced a human experience that has fragmented, often ideologically and aesthetically bankrupt, an impersonal world that may be over-industrialized and over-mechanized. Together these components of modern life sum to a condition of self alienation and estrangement from society. If students are lucky, they will graduate from school with a piecemeal understanding of how the major institutions of society operate. They will have obtained fractions of experience without having been exposed to the ideological networks that order their experience and make it coherent. They will look at the "great society" that they enter as a large unmanageable chaotic series of stimuli that will atrophy every response they make to them.

Our institutions too often are disconnected from society, teaching separate packages of knowledge which students firmly believe will make no difference whatsoever in their relationship to what they find around them. If society, parents and students are convinced that they could cause change - that participation, power and influence would be theirs if they had the skills-education would follow.

If primary, secondary and university education are to gain any integral value by the time we reach the twenty-first century, students, parents, alumni, businesses and political institutions all must be brought into this process. Students must be allowed to see that all of these institutions contribute to life and then students can contribute to the institutions - that the students can make a difference. This cannot be a game; it must be for real. My final comment is, please remember, students become alumni who must be counted on in the long run to support the universities that have socialized them and modified their behaviour in scientific ways. If our objective is to weld our urban centres with our universities, the strategies need to be fused now.

URBAN UNIVERSITIES AND PUBLIC SCHOOLS WORKING TOGETHER: A MODEL FOR IMPROVING THE PREPARATION OF HIGH SCHOOL STUDENTS

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Introduction

The cooperative efforts of the University of Wisconsin-Milwaukee (UWM) and the Milwaukee Public Schools (MPS) is one response to what has come to be called the "crisis in the quality of secondary school education." This is a crisis whose causes and dimensions have been the subject of some dozen major inquiries. While each of the reports documents problems with secondary school education, the causes and proposed solutions are diverse.

One element often cited as contributing to the "quality crisis" has been changes in university curricula. Throughout the 1960s and early 1970s, college and university curricula were modified by reducing the number of required courses thereby offering students a greater number of options. Many of these reforms were in response to student complaints that existing degree requirements were inflexible and ignored prior learning experiences. In addition, the curriculum was viewed as not relevant to student needs. The response of many campuses was to eliminate a variety of courses and compulsory subjects. Paralleling the changes in curriculum at the university level, were similar but less visible changes at the secondary and middle school level. As compulsory university courses were abolished, so were comparable requirements at the secondary level. The traditional, highly prescriptive college preparation track that had existed in many high schools virtually disappeared. In its place, secondary schools initiated a variety of elective courses which were supposed to provide comparable background while allowing for a greater range of student choice.

During this time of curricular changes, judicial and legislative mandates increased the accessibility of higher education for new populations. While curricular changes may have been appropriate for the traditional-type students, the increased number of high school graduates entering college now represented a greater diversity of students with differing skill levels.

These changes resulted in a deterioration in the preparation level of high school graduates and the basic skills level of many newly admitted university students. The effects of the changing quality of students were most profoundly felt in urban universities. U.W.-Milwaukee, like other urban universities, experienced the trends described above.

University and School Collaboration

Prior to 1981, collaboration between UWM and MPS consisted primarily of the School of Education faculty working with various MPS units. While there was extensive faculty-to-faculty contact, little collaboration between the UWM and MPS administrations existed. Thus, only a portion of the resources of the university were involved in cooperative endeavors. As a result of the desire to do more, the UWM/MPS Joint Coordinating Committee was formed.

The Joint Coordinating Committee, co-chaired by the Chancellor and the Superintendent of Schools, is the primary vehicle for developing, implementing, and monitoring all collaborative activities between UWM and MPS. The objectives of the Committee are to increase the educational opportunities for MPS students; to encourage learning; to extend the cooperative and supportive staff relationships between the two institutions; and to enrich the educational climate of the city of Milwaukee. During the past five years, many exciting projects have been developed by the Coordinating Committee. The Marshall Plan, which is the focus of this report, was one of the projects which originated with the Committee.

The Marshall Plan

Among the primary concerns of urban school systems and urban universities are preparation level of the high school graduates and the participation rate of minority graduates in post-secondary institutions. In an effort to determine whether an urban university, working with an urban high school, could influence the high school course selection of students and assist graduates in developing an appropriate post-secondary plan, the Marshall Plan was developed. John Marshall High School is one of fifteen city high schools.

Marshall High School was selected for this effort because it is a school where dramatic changes have occurred during the past 20 years. Enrollment has changed from 3,000 students, with fewer than 5 per cent minority students, in 1965, to 1,800 students in September, 1982, 56 per cent of whom were minority students. Since our project began in 1982, enrollment has dropped to 1,300 students, 59 per cent of whom are minority. Along with the change in the composition of the students has been a decline in the percentage of students continuing on to college. Enrollment in post-secondary institutions has dropped from 90 per cent in 1965 to less than 30 per cent today.

All in all, Marshall represents a typical urban high school in terms of student attendance, student course selection, ethnic make-up and parental involvement. The student/counselor ratio was 500:1 in 1982; today the ratio is 425:1. The Marshall project, from its inception was designed to be an inclusive rather than an exclusive project. Our target group was the Class of 1985 (tenth graders at the time). Unlike many other collaborative projects between secondary schools and universities, a specific group of students was not identified and selected for inclusion in the project. No selective criteria were used to identify the academic potential of the target group and/or identify selected groups of students. The purpose of the intervention was to determine whether a university and high school working together in a different way could influence the course selection of the tenth graders who would thereby select a more challenging program than they might normally select. A secondary goal was to improve the participation of parents in Marshall High School activities.

Project Design

At the beginning of the project there were 561 tenth grades of whom 60 per cent were minority. Because of the promotion policy of MPS, a significant number of the tenth graders were holdovers; i.e. students are not allowed to progress to grade 11 without having achieved a required number of credits. Those who continued to grade 11 but failed to maintain acceptable academic progress were demoted to grade 10. Thus, a number of the target students were not expected to progress to grade 11 and 12.

Another factor which impacted on the success of the project is the transfer policy of MPS. Students are relatively free to select one of the 15 high schools to attend. It was anticipated that members of the target group would be transferring and that new students would be enrolling at Marshall during the 2 1/2 years of the project. Activities were designed to include all students who were in the target grade not just the continuing students. This variable influenced the results of the interventions.

Project Activities

As reported in the Spring 1984, the project was introduced to the target class in January, 1983. This was the second semester of the students' sophomore year. The main activities included a campus tour and career planning meetings conducted by UWM advisors and a parent program conducted by UWM officials on-campus.

The initial data collection occurred during the students' visit to the university. Base-line data were collected from 277 of the original 561 students (49 per cent) who registered at Marshall in the Fall, 1982. This visit was voluntary and at no cost to the students. Also, by the time the campus visit occurred in the Spring, the tenth grade class numbered close to 400. Thus, of the currently enrolled tenth graders, 69 per cent attended and provided us with base-line data. Student enrollment figures were dynamic during the project. While the changes can have potentially significant impact on the data analysis, it is the reality in which collaborative efforts occur and the reality with which urban high schools must deal.

By the time the target class completed their senior year, enrollment dropped to 368. Of the 368 seniors, 274 students (49 per cent of the original class and 74 per cent of the current 12th grade class) were part of the project from its inception. Minority student representation dropped from 60 per cent to 43 per cent. In MPS, 36 per cent of the 12th grade class are minority.

In order to determine whether members of the target class had continued their high school work at other MPS schools or had dropped out, MPS student enrollment data were reviewed. An additional 99 students (17 per cent of the target group) were enrolled in other MPS schools. Thus, 373 (274 + 99) or 67 per cent of our target group were retained. The drop-out rate for MPS students between the 9th and 12th grade is over 40 per cent. Our data suggest that the project has had a modest influence on the retention rate of Marshall high school students. It should be noted that Marshall enrolls a significantly higher proportion of "at-risk" students than many of the other high schools in the city. While the differences between the city and Marshall retention rates do not appear to be that much different, for the type of student enrolled at Marshall, the retention rate has been very encouraging.

During the second half of their sophomore year, the students were introduced to the project, as noted above. During the 1983-84 academic year, the university-sponsored activities were designed to provide the students with a systematic program to encourage their thinking about their careers and the selection of appropriate courses. The goal was not necessarily to have the students select college bound courses but to ensure that the students who had the potential to do college work selected the appropriate courses.

In the past, the Guidance Department had not been involved in providing systematic programs designed to help students prepare a post-secondary plan. The program for the 11th grade incorporated materials developed by the American College Testing program (ACT). The Career Planning Program (CPP) and DISCOVER, a computer-assisted career information program, were the major components of the program.

The CPP was administered by the Marshall counselors in November of the students' junior year. The CPP developed so much student interest that within three weeks of its administration, students were beginning to knock on the counselors' doors asking when the results would be available. The counselors were unaccustomed to such a large number of students initiating self referrals. One of the secondary goals of the project was to have the counselors rethink their roles. The students' response to the CPP had a positive effect on the counselors.

One of the main concerns of the counselors had been the fact that the project was an add-on to their regular job. In order to help them interpret the results to the students, several UWM academic advisors volunteered their services. During a four week period, four advisors were available for three hours per day. Thus, there were 240 advising hours available for the interpretation of the CPP. A total of 170 students signed-up and took advantage of the opportunity to met with university advisors.

These activities were designed to tie-in career and college planning which were scheduled to occur during the fall of the students' senior year. The Career Planning Questionnaire (CPQ), was developed for the students who were now entering 12th grade. The CPQ was used by UWM advisors while working with individual students during November and December of the Students' senior year. It was developed in order to assist counselors in reviewing and discussing individual career and educational plans with their 12th grade students. Two forms were used with each student. As plans and questions were discussed, the student completed one questionnaire while the counselor recorded the same information on the second copy. Each student kept his/her form while the second copy was retained by the counselor.

Through this process, goals and objectives of the students' post-secondary plans were outlined. For example, if a student indicated an interest in attending college and had yet to apply, the student would be encouraged to file an early application. If the student's grades were poor and the student expressed an interest or intention in attending college, a discussion of how realistic the plans were was conducted. As a result, a new goal, for example, may be established which would include investigating junior /community/ technical college programs.

Both students and counselors seemed to find the questionnaire helpful. Students had something to take away with them which outlined what needed to be done to reach their goals and counselors found the questionaire helpful because it helped to direct discussions and supply needed information to each student.

Also, during the fall semester, ACT provided a retired version of their college qualifying examination. The test was made available to the 274 continuing students with participation being voluntary. Of the 274, 146 (53 per cent) took the examination. The purpose of administering the retired version of the ACT exam was to provide the students with practice in taking college qualifying examinations and to provide the students with additional data which could be incorporated in the career planning interview described above. In addition, the results were summarized and presented to the principal for his use in reviewing the curricular needs of the students and to develop an academic profile of the students. The results of the ACT, retired version, are presented in Table 1, along with the national norms.

TABLE 1

Comparison of Marshal High School
ACT Scores (retired version) and National Norms

Sub-Test	Marshall	National
1. English	14.91	18.1
2. Math	12.16	17.3
3. Social Sciences	11.79	17.3
4. Natural Sciences	13.52	21
COMPOSITE	13.22	18.5

Score Intervals	National	Marshall
26-36	13%	4% (N=6)
21-25	26%	9.6% (N=14)
16-20	28%	16% (N=23)
1-15	33%	70.4% (N=103)
		N=146

As Table 1 shows, the target group's scores were significantly below average. Seventy per cent of the Marshall students scored below a composite score of 16 compared to 33 per cent of the national average. When compared to other Wisconsin students, Marshall students fared even more unfavourably. The average composite score for Wisconsin students during 1982-83, was 20.4 (the highest in the nation) compared to 18.5 nationally, and 13.22 for Marshall. These data suggest that the target group's academic skills are below average.

Of the 274 continuing students in the target group, 110 (40 per cent) participated in the career planning interviews. It was predicted that about 25 per cent (68) of the students would sign-up since that was the average size of previous graduating classes that enrolled in post-secondary institutions. Thus, the 40 per cent sign-up was much higher than anticipated.

Incorporated with the CPP and the CPQ, was DISCOVER, a computer-assisted career information program. Since the introduction of the program in the fall, student usage figures show an accelerating rate so that within two months, every available time-slot was scheduled. Seven hours per day were available, five days a week; 35 students were using the program each week and students averaged 1/2 hours on the computer.

Based on our experiences with computer-assisted counseling, several unanticipated outcomes were discovered. Younger students, 10th graders in particular, were fast becoming the primary users (DISCOVER was not limited to the target students). They were excited and enthusiastic about the technology and the process. The seniors seemed to be intimidated by the machine. The counselors believe that the younger students who have not made as many decisions about their futures find learning about themselves most exciting.

In addition, students need to be left alone when they are going through the program. When a counselor was present, they had a tendency to make selections only after consulting with the counselor or they would not make a choice.

Not one of the students said the program was a "bore." In fact, the counselors began to notice that students who were chronically truant were coming to the guidance office to use DISCOVER. This reinforced the notion that counselors can play a key role in helping bring back students and/or keeping students in school through the use of effective programs.

Finally, and perhaps most revealing, was that DISCOVER was not used as a substitute for personal contact with the counselor. In fact, students who used the material began to seek out their counselors more frequently. In the past, most of the student/counselor contact was through the initiative of the counselor rather than student self-referral. Computer-assisted counseling promoted counselor contact rather than inhibited it.

Results

The Activities section of this report described some of the interventions the target class experienced. It was also noted that the student make-up of the target class changed during the 2 1/2 years of the project. However, pre- and post-data were obtained in order to determine whether there were actual changes versus the subjective impressions of the university and high school personnel involved in the project. Pre-test data were obtained from 277 students. Post-test data were obtained from 217 students. Of the 217 students, 174 (63 per cent) participated in the project from its inception. Since no attempts were made to exclude students who transferred to Marshall, the data contain information about the impact on these students also.

1) Target class characteristics. Tables 2 and 3 present the ethnic make-up of the target class and the educational level of the parents. Characteristics of the class at the beginning and at the conclusion of the project are presented.

TABLE 2

Racial Composition of the Target Class at the Beginning of the Project and at the Conclusion

Ethnic Group	Pre-test	Post-test
White	127 46%	100 46%
Black	137 50%	108 50%
Other	13 4%	9 4%
Totals	277	217

TABLE 3

Educational Background of the Parents (or Guardians) of the Target Class

Level	Father		Mother	
	Pre	Post	Pre	Post
Don't know	64 23%	34 16%	31 11%	25 12%
Less than high school diploma	46 16%	34 17%	33 12%	25 11%
Completed high school	83 30%	75 35%	123 44%	92 42%
Attended school or training program after high school	39 15%	46 21%	50 18%	46 21%
Completed College	45 16%	28 13%	40 14%	29 13%
Totals	277	217	277	217

As Table 2 indicates, the proportion of minority students in the target class remained the same, while the overall numbers declined. It was anticipated that minority student enrollment would drop as the target class moved through the junior and senior years. The fact that it remained the same represents a positive outcome of the project. This is particularly relevant when looking at the educational background of the target group's parents. At the beginning of the project, 39 per cent of the students reported that either they did not know the educational level of their fathers or that they had not completed high school; this compared to 23 per cent of the mothers. These figures remained relatively the same for the students when they finished their senior year. It should be noted that mothers were reported as having more education than the fathers.

2) Parental expectations. A portion of the project's activities were directed at influencing the parents' attitudes toward a college education. Table 4 reports there results.

TABLE 4

Student Ratings of Their Parents' Attitudes Towards
a College Education

Importance	Pre	Post
not very important	10 4%	9 4%
somewhat important	18 6%	29 13%
neutral	40 14%	21 10%
important	85 31%	48 22%
very important	123 44%	101 47%
no response	1 1%	9 4%
Totals	277	217

As reported by the students, parental attitudes towards a college education remained relatively unchanged. While there were some changes reported, they were minor and perhaps tend to reflect the students' perceptions rather than any actual changes in parental attitudes.

3) Education plans of the target class. The major focus of the project was to influence the students' selection of high school courses and their plans for attending post-secondary institutions. Table 5 reports the changes in the selection of courses.

The first factor addressed was the amount of education the students planned on completing during their life. The results are presented in Table 5.

TABLE 5

Amount of Education Students Plan on Completing During Their Life

Amount of Education	Pre	Post
Drop-out of high school	1 .4%	3 1%
Graduate from high school	31 11%	33 15%
Complete apprentice program	6 2%	6 3%
Military	19 7%	29 13%
Two-year community college/ junior college/technical school	48 17%	54 25%
Private business or trade school	19 7%	9 4%
Complete three or more years of college	140 51%	78 36%
something else	13 4.6%	5 2%
Totals	274	217

The most dramatic change in the students' future educational plans was for those who reported completing three or more years of college. During their sophomore year, 51 per cent of the class reported that they planned on attending college for at least three years. However, when they became seniors, the proportion dropped to 36 per cent. The data suggest that students revised their selections to include completing high school, joining the military or attending a two year college. Given the academic profile of the class and the past record of Marshall students, the results are encouraging. Their plans appear to be more realistic and an increased number reported having a post-secondary education plan that included additional education.

4) Selection of courses. In addition to influencing the students' future education plans, the project was designed to influence their selection of high school courses. Two factors were measured: the amount of influence the project had on the selection of courses and which specific courses were selected more frequently. Tables 6 and 7 present the results for these two variables.

TABLE 6

Extent of Influence of Project Activities on the Selection of High School Courses

Level of influence	Frequency
Great deal	6 3%
Considerable	25 12%
Some	105 48%
No effect	69 32%
Not reported	12 6%
Total	217

These data suggest that the project had some effect on nearly two of every three students. This is consistent with student reports which stated that over 60 per cent of the students were aware of the special arrangements between Marshall High School and the university.

Table 7 reports which courses students were influenced to take as a result of the project.

TABLE 7

Percentage of Students Who Were Influenced to Take More Courses

Courses	Frequency
More English	50 23%
More math	43 20%
More science	18 8%
More foreign language	19 8%
No effect	111 51%

Note: percentages reflect proportion of class; N-217

While the results suggest that over half of the target class were not influenced by project activities, modest enrollment increases in academic subjects were noted.

5) Parental involvement. The Marshall High School partnership was one of our early experiences working with the parents of high school students. The program was not as successful as we had hoped in terms of parental involvement. One of the early decisions that had to be made was where to hold our first parent meeting. Marshall did not have a good record of attracting

parents to evening events. As an example, when the target group were freshmen, only 5 out of a possible 561 parents participated in an open house.

We decided to meet on campus and provide free parking or free bus tickets if the parents indicated that they would come to the meeting. Invitations were mailed to all the parents of the target class. By the reply date, seven responses had been returned: 2 yes and 5 no. The principal was embarrassed by the response rate and decided to contact the 561 parents by telephone using some parents and high school staff. Of the parents contacted by telephone, 131 said they would come; 61 parents actually showed up. The high school staff was pleased, but we were still disappointed.

As a result of these experiences, we learned some things about planning parent programs.

1. Direct mail invitations alone will not get parents involved.
2. Telephone follow-up will improve participation.
3. Parents are a resource that can be used to get other parents involved.
4. Only order food for about 50% of the telephone "yes" replies. It is easy to say yes over the telephone.

During the on-campus program, parents had an opportunity to meet one-on-one with a counselor. Sixteen counselors were available at tables in a large ballroom. Parents were told to choose a counselor with whom they would feel comfortable; Black, White, Hispanic, male, female, high school and college counselors were available. All parents took advantage of the individual conferences.

Since high school program planning forms for the entire class had been prepared, the forms were sent to all parents who did not attend the campus meeting. An explanation of the form and an invitation to parents to contact a high school or university counselor were enclosed with the form. Several parents did call.

Parents were important partners in this collaborative effort. While it is important that students know about academic preparation for college, it is equally important for the parents to have this information.

Conclusions and Observations

One of the goals of the Marshall High School was to study the impact of early university intervention on a target population and to duplicate successful activities at other high schools. This has been done. As noted at the beginning of this report, one of the continuing problems with a project which attempts to reach and influence all students in a target class, follow them for 2 1/2 years, and cope with the typical enrollment changes caused by students transferring, is to determine just what worked and what did not. The quantitative data suggest trends but often, subjective information from the participants can be very helpful.

The principal and the counseling staff were excited about changes they observed in many students. Many students, who often had the potential for taking more challenging courses, had to be hassled to take those courses. For the first time, students began to initiate requests for more advanced courses such as algebra and geometry. There were two major issues which became evident as the project progressed. The first is that it may be too late to have a significant impact on students' course selection and post-secondary plans when they are already in the second half of their sophomore year. In addition, the teaching staff of the high school were not an integral part of our efforts. Their participation could have helped transfer some of the learning activities that the guidance staff were providing to the classroom.

One of the secondary goals of the project was to increase minority student enrollment in post-secondary education. While we do not yet have the data from MPS for all Marshall graduates, we did review the number of Marshall minority students who applied, were accepted, and registered at UWM. There were 148 minority graduates, 24 (16 per cent) of whom applied to UWM; 11 (46 per cent) were accepted. These figures are about the same as previous years. However, one finding stands out - Each Black student that was admitted to UWM registered! Generally, the proportion of accepted minority students who register varies from 50 per cent to 70 per cent.

Our project shows some modest success in influencing students' choices of high school courses and their post-secondary plans. The Marshall Plan was not meant to be a replacement for the school counselor. In fact, through the development of systematic programs designed to help students' in developing future plans, the importance of the counselor can be underscored.

The Future

Despite some successes, we believe intervention with high school students and work with parents needs to begin earlier than the sophomore year. In this project, there may have been too much "what to take" and not enough "why it is necessary." Materials like the College Board's Academic Preparation for College, were not available at the time of the project. While there was a need to provide students and their parents with information, it is equally important to provide materials which relate the information to why it is necessary. A new Marshall High School project, which began in September, 1985 targets the freshman class. Not only are we starting earlier, we have established a Marshall Coordinating Committee made up of parents, teachers, counselors, and university personnel which will be responsible for personnel planning and monitoring activities. This committee will use the College Board Academic Preparation booklet as a guide in planning future activities.

Starting with the freshmen class, having a Coordinating Committee, and having a guide to assist the planning of our activities will provide us with the opportunity to increase our influence on the students' choices of courses and their future plans.

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INTERINSTITUTIONAL COLLABORATION: A COLLABORATIVE MAGNET SCHOOL

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This paper focuses on the planning and development for a new secondary-level magnet school in Buffalo, New York issuing from an alliance between the State University of New York at Buffalo and the Buffalo Public Schools. In particular, we concentrate on the process by which concerns about the nature and conduct of urban school reform have been articulated to form the basis of a cooperative alternative.

Acknowledging that the high school of today must have a vision of the learning society of the 21st century, the School District and the University assume that all high school graduates will need:

- the ability to comprehend and integrate increasingly complex human, social, and ecological relationships;
- the ability to think critically and to evaluate information; and
- the ability to continue learning throughout life.

Ironically, much current action on educational reform may be limiting our ability to become a learning society in the ways such broad goals suggest. A learning society is one that experiments, changes, and adapts. Yet in state after state, school district after district, the preponderance of response has been to increase traditional requirements in the secondary schools. Instead of one year of required science there will be two; or instead of two, three. Instead of three years of required English, we will mandate that there be four. Instead of 16 units required for graduation, we will require 18 and so on. Even in New York State, long a national leader in education, the requirements in the recently adopted Regents Action Plan for increased emphasis on critical thinking and problem solving have been swamped in practical discourse by the sheer increase in number of courses required.

One can easily understand such actions on the part of states and localities. It is much easier for policy-making groups to require more courses than it is to grapple with the more difficult problems of whether or not those courses contribute to a coherent and meaningful curriculum appropriate for a learning society. However, educators can do better. Alternative forms of organization and curriculum continue to warrant our most careful attention.

This is especially true when confronting the problem of reform in urban settings where the proportion of disadvantaged and minority youth is expanding. While the national high school drop-out rate is a disappointing 25 per cent, it approaches 50 per cent in some urban schools. Many of the critics of the "more is better" approach are urban educators. They have raised the disquieting likelihood that we will succeed in raising SAT scores by increasing the drop-out rate. They argue that simply requiring more of the traditional subjects will not meet the needs of many disadvantaged urban youth. They charge that the majority of the proposed curriculum reforms are elitist and ignore the hard-won gains in equity over the past decades. They claim that the solutions being proposed to our educational crisis are "suburban" solutions which ignore the realities of the urban environment, that while we would, in good faith, pursue both excellence and equity in urban education, a crippling incompatibility is unavoidable.

Whatever the merit of the criticism, important questions have been posed. What kinds of curricula are most appropriate for education for the learning society of the 21st century? In particular, what kinds of curricula will be most successful in urban settings with disadvantaged youth? Will simply requiring more of traditional subject area knowledge prepare us for the learning society? Must we pay explicit attention in our curricula to acquiring skills of communication, reasoning, and problem solving? Can the ideals of excellence and equity be successfully pursued together?

In response to such questions, the new magnet program is an experiment which seeks to provide for all ability-level students a liberal arts education emphasizing processes and skills necessary for life-long learning in a changing society. The overall approach will stress interdisciplinary study and critical thinking, and will include the following features:

- teams of teachers from the academic areas of language arts, mathematics, science, and social studies will link their subjects through interdisciplinary approaches.

- there will be an emphasis on the traditional liberal arts value of cultivating an informed and critical mind, with a corresponding emphasis on considerations of the future.
- the entire metropolitan community, and the University in particular, will be viewed as a laboratory and resource for the program.
- students in the program will have an opportunity to take some university courses.
- in an effort to wed "excellence" and "equity," curricula developed to present critical thinking skills will be used with all students - of all ability levels.
- joint school/university teams will cooperate on curriculum development projects. These teams will include teachers and curriculum specialists from the Buffalo schools, and education and liberal arts faculty from the university.

In short, this magnet school program is an attempt to develop an innovative and forward looking educational model. It is a model of cooperative enterprise which both represents, and seeks to extend, the spirit of interdisciplinary activity and the fostering of critical and creative thinking. It is a project which anticipated by several years the Carnegie Forum's report, A Nation Prepared: Teachers for the 21st Century, which says that schools "must graduate the vast majority of their students with achievement levels long thought possible for only the privileged few."

At the same time, the efforts at collaboration have included missteps and pitfalls which have, thus far, prevented the actual opening of the school, despite significant early planning efforts. We are still hopeful, but we have learned once again that major changes in the educational system do not occur easily, if they occur at all. We will discuss some of our continuing problems of planning and implementation under three heads: Elitism and the Urban Context, Local Politics, and Practical Problems.

Elitism and the Urban Context

Despite the high-flown rhetoric of educational analysts and policy makers that there need be no inherent conflict between excellence and equity, as a matter of practical fact many people simply do not believe that one can easily pursue both goals simultaneously. Indeed, one can view the recent history of education in this country as a swinging of the pendulum between an emphasis on excellence to an emphasis on equity and back. Most recently we have witnessed the emphasis on increased rigour stemming from the flurry of reports begun with A Nation At Risk. More recently, however, there has been the inevitable swinging back as we hear more and more calls for attention to the drop-out problem and the youth "at-risk" of not benefiting from the educational system.

Furthermore, these at-risk youth are disproportionately concentrated in our urban areas. They are poor, Black or Latino, often with limited English proficiency, and heir to a whole host of problems. They drop out. They obtain dead-end jobs, if they obtain jobs at all. These children have children of their own. They have little if any family stability. And the projections are that such youth will constitute a majority in many of our schools by the year 2000. Furthermore, they have been victims of poverty, segregation and discrimination for successive generations. Is it any wonder that they look with skepticism on calls for increasing educational standards when, as far as they are concerned, the educational system has never even met their basic educational needs? You do not worry about advanced placement calculus when you are the product of a system which can barely provide general mathematics, let alone beginning algebra.

In short, many urban youth perceive the new elitism as nothing but a cruel hoax, designed to legitimize the continuing failure of our social and economic system to deal with their needs. These youth see that the best jobs are reserved for those with the best qualifications and that we have never seriously addressed the provision of real educational opportunity. Then to add insult to injury, the system blames the victim. They are poor because they deserve to be poor.

Even some of the best intentioned schemes to address these problems have had unintended consequences. Bussing to desegregate schools and presumably improve educational opportunities has had mixed success. When one tries as Buffalo has, to overcome the negative reaction to compulsory desegregation by, for example, establishing magnet schools, other problems emerge. Indeed, unless the magnet schools are carefully designed and implemented, they can become a new form of segregation. This is a particular danger for magnet schools operated with colleges and universities. Such schools are often seen as simply ways of siphoning off the best students and leaving the dregs for the neighbourhood school. Better teachers also tend to be attracted to magnet schools, leaving the poorer teachers for the less-qualified students. Of course, magnet schools are also expensive. Do they divert resources from other schools? If so, wherein is the equity of the situation? Even if they do not obviously divert real resources, is there something about the magnet schools which makes them special at the expense of the rest?

Even in systems such as Buffalo's where the attempt has been to establish magnets not on the basis of elitist qualifications, but on the basis of interest groupings, problems persist. For almost all of its magnet high schools Buffalo uses an expression of interest and a racially sensitive lottery rather than test scores and recommendations. Yet the perception persists that the magnet schools cream off the best students and teachers leaving the neighbourhood schools with little identity, culture, or pride. Indeed, precisely to the extent that magnet schools are successful because they build upon the powerful force of a shared vision and culture among students, teachers, and parents, to that extent are the "other" schools deprived of a unifying vision by virtue of their very undifferentiated "otherness."

Teachers unions, too, tend to have a very difficult time with anything that smacks of elitism. In part this is the natural reaction of a union to protect all of its members, even the weakest, from any invidious comparisons. In part, however, the teachers are simply lashing out at a system which denies them most of the perquisites of a real profession. Teachers value very highly the small amount of excitement they obtain from interacting with bright colleagues and bright students. If that excitement were to be denied them by segregating those colleagues and students in magnet schools, who could blame them for protesting? Like their continuing opposition to merit pay for themselves, teachers, as a group, also tend to oppose systems which would suggest that one school is more "meritorious" than another. And no one should underestimate the ability of teachers to absorb mandate after mandate for change while actually changing nothing behind their closed classroom doors.

So urban school systems end up with strong reasons to remain organized along neighbourhood lines, despite the near collapse of those neighbourhoods. Neighbourhood schools work when they reflect a common culture, but they no longer do that very well in many urban settings with the increased mobility and dislocation of urban life. Furthermore, elitism as currently defined tends to be viewed as a suburban phenomenon, not really appropriate for most urban youth. University-school collaboration is no easy task in such a setting. More assertions of good will are not sufficient. The culture gap is too large. To be successful, the university must be willing to get its hands dirty without compromising its own special integrity and reason for being a valued member of the partnership. Part of the historical value of universities lies in their constantly expanding the frontiers of knowledge and thought. But if our economy and society are to survive, work at those frontiers must become far more commonplace throughout our educational system-at schools as well as universities, for youth of a variety of ability levels.

Local Politics

Every setting which considers school-university collaboration will have to deal with a local political context which is often coloured by a particular history. We cannot even begin to guess what others' political situation might be, but perhaps listing a few of our characteristics will be suggestive.

First, there simply are other political actors in an urban setting besides the schools and the university. Business, industry, the media, local and state government leaders, parent groups, and the like all have an interest in education. At a bare minimum, one has to try not to antagonize any of these groups. It is nice if they can more or less all be brought along in the collaborative effort, but that is seldom possible. In only a couple of situations such as the Boston Compact and the Oakland Alliance have large segments of the urban community been able to work together on educational reform. And even in those cases, the schools had reached the state of an absolute scandal before action was taken. A more reasonable approach is simply to try to touch base with all of the political actors without becoming immobilized by trying to respond to everyone.

Second, there is usually a significant urban-suburban split in most urban areas. SUNY-Buffalo, although located in Buffalo, is the major research university for all of Western New York. We cannot be seen as looking only to Buffalo, yet the health of the centre city is vital for the health of the region as a whole. Somehow, the suburbs need to be brought to understand that their well-being depends upon the well-being of the urban centre and that the university is helping them by helping urban youth.

Another political problem is the fine line between the university exercising responsible leadership on the one hand versus dictating what ought to be done on the other. The history of universities with "all the answers" is not a very inspiring one. Universities must be partners, probably junior partners, in collaboration with schools. A related problem is the difficulty of the university being responsible to the community and schools without allowing itself to be manipulated by competing interests. If the university is willing to help with a magnet school, does that mean that it has turned its back on the neighbourhood schools? If so, the collaboration is in deep trouble. Somehow, the university must maintain its independence.

However, at the same time as there are political pitfalls, there are potential political advantages. An urban university seen as willing to work with the community instead of being aloof from it can reap substantial rewards in terms of recruitment, political support for state funding, and general political influence. In the end, urban universities are inextricably entwined with their urban context and their success depends in large measure on the success of the other actors in that context. In a sense, collaboration must occur. The challenge is to make it as effective as possible.

Practical Concerns

In addition to the educational and political policy questions, there are a host of practical issues surrounding school-university collaboration over anything as complex as a magnet school. Let us list just a few of these concerns.

There are numerous physical problems involved in such an enterprise. Who will own the building? Who provides the physical plant services - heat and electricity? Who provides insurance? What approvals are necessary to allow, for example, a local unit of government - a school board - to use the facilities of a state unit of government - a university? Who will pay for rehabilitation? Janitorial services?

In addition to the physical services, there are problems of the human services. What arrangements should be made for lunch? Can high school students use university sports facilities? When and with what supervision? What about library privileges? Laboratory privileges? What happens if such privileges are abused? By high school students? By high school faculty? Can students take college courses? Under what conditions? The list goes on. The point is that over the years different organizational structures have evolved to deal with high schools and universities and it is no small task to meld these structures in a collaborative effort.

There are also a whole host of issues related to governance and advisory mechanisms for such an undertaking. For such a collaborative effort a broadly representative advisory group of school, university, and community interests is absolutely essential. Such a group can assist significantly with some of the political problems noted above if it is used with care and sensitivity. In addition to the overall advisory committee, working groups on curriculum need to be established. These will include the people actually in the trenches - teachers, administrators, and university consultants. Their work will spell the difference between success and failure in the long run.

Finally, the actual governance structure must be attended to. Who is in charge? Almost surely it should be the school district, but whoever it is, the relationship must be clearly defined and understood by all concerned. Furthermore, in an experimental project such as this, efforts should be made to break away from the rigid bureaucratic hierarchy which characterizes so many secondary schools. Teachers should be heavily involved in the governance and policy setting for the school along with a broad range of advisory groups.

In many ways our experiences with collaborative planning for a magnet school strongly reinforce the conclusions of two recent national reports on educational reform and improvement - the Holmes Group Report, Tomorrow's Teachers, and the Carnegie Forum Report, A Nation Prepared. The Holmes Group report is a call to action by the nation's research universities to carve out an appropriate and important place for these institutions in teacher education. The Carnegie Forum is a blueprint for structural change in the conditions of teaching issued by one of the most influential educational policy groups in the United States.

A distinguishing feature of both reports is the clarity with which they recognize the complex and highly interdependent nature of our educational system. One simply cannot change parts of the system without affecting other parts in deep and fundamental ways. For example, one cannot attract better teachers without paying them more. But it is unlikely that we can pay them more unless they are perceived as more knowledgeable and competent than many current teachers. In order to produce more knowledgeable and competent teachers, we need to radically change teacher preparation, both professional and liberal arts components. However, even if we are successful in making such changes, we will attract the best and brightest college students only if they can see the rewards of a truly professional career at the other end of the preparation program. But those rewards will have to be not only monetary, but also in the form of improved working conditions, conditions which will permit the exercise of a wide range of professional judgment. But wide latitude in judgment is incompatible with current excessive top-down regulations. And so it goes. Piecemeal reform is unlikely to succeed. It must be systemic. And, thus, collaborative efforts must be undertaken.

A second common feature of both reports is their vision of the teacher and student of the twenty-first century as educated to a much higher level of cognitive and affective skill than we have ever attempted in the past and in much larger numbers than we have ever achieved in the past. The Carnegie report links the necessity for a well-educated populace directly to our social and economic well-being in the twenty-first century. Its analysis of global conditions provides a powerful argument that we simply cannot afford an educational and economic system which allows a full education for a few who supervise the efforts of the many who have been educated only in the basic skills. Most people will have to be independent critical thinkers and problem solvers and that means that their teachers must have those skills too. In a nutshell, our proposal for a pilot magnet school emphasizing a critical thinking, problem-solving, interdisciplinary curriculum is precisely what the Carnegie Forum is advocating, and will require just the sorts of teachers the Holmes Group wants to prepare.

If these educational policy analyses are at all on the mark, we must press forward. There will inevitably be problems and missteps. Radically new organizational structures of the type we propose always create uneasiness. Change is never easy. But the price of not changing is too high. The history and demographics of student and teacher populations show starkly the cost of staying where we are. If we do not build new collaborative structures taking into account what we know about the systemic changes required to improve education, the rising tide of mediocrity noted in A Nation At Risk will have engulfed us all by the 21st century. It is a profound challenge, and urban schools and universities must face it now. We believe that we can succeed.

EQUALITY OF ACCESS AND EQUALITY OF CONDITION: PROGRAMMING FOR SUCCESS

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Although in the last decade, we have seen some significant shifts in the nature and characteristics of students entering the university, particularly at those universities located at the heart of large urban centres, on the whole, universities in North America still remain the preserve of those who are White, young, middle class, urban and children of well-educated families. The same ten years have witnessed an increasingly articulate challenge from a host of special groups who feel, with justice, that progress toward achieving a genuine equality has been too slow, and that for individuals within those groups, at any rate, time is running out. Along with other events and movements, the civil rights struggle in the United States, and the perhaps less violent but equally desperate struggle for parity and self-determination on the part of the aboriginal peoples in this country, have made it impossible, once and for all, to feel complacent about an educational system, funded, by and large with public monies, which tends to favour one segment of society over another, and which tends to exclude the vast majority of its citizens, or which tends to "wash out" a fairly significant portion of those who do not fit the accepted pattern.

In most cases, this exclusion has not been motivated by personal malice or active discrimination. On the contrary, the institution, seeing the challenge for accessibility as an attack on its credibility, has tended to depersonalize the issue into a defense of university standards. The defense tends to begin by assuming the quality of university credentials, and to end by asserting an unwillingness to do anyone a disservice by giving anything less than coin of the realm.

Ironically, for an institution concerned with quality, insufficient attention has been given to defining clear learning objectives for its students and to developing consistent strategies for assessing terminal competencies. Lacking such objectives and strategies, the university has focused on process rather than product in guaranteeing its quality. It has tended to assure the quality of those who leave by insisting on the qualifications of those who enter, thus giving itself room to avoid more easily questions about its responsibility to engender quality in its students. It has tended to assure its quality by insisting on the qualifications of those who teach, but has not always been equally concerned with developing concrete strategies to deal with the vast range in the ability and commitment on the part of its faculties. It has tended to assure quality by insisting on a minimum, and on a particular sequencing of credit hours, but has not always been successful in dealing with the contentious issue of the relative quality among courses. In short, in the discussion over university standards, disproportionate attention has been given to the quality of the degree, whereas the uneven quality of those who hold that degree has been blinked.

Although it is in everyone's interest to maintain outcome standards, maintaining inflexible processes clearly works to the disadvantage of the excluded. The post-secondary system has too often answered the question of why some are not admissible, and why others, once admitted, are not successful, by blaming the secondary system for failing to prepare students adequately, or by blaming the students for their lack of ability, or both. Over the past twenty years, the strategies to meet the challenge from those outside the system, that is, from those who wish to gain admission to the system, have overwhelmingly been directed to renovating the excluded client to fit the institution, or in developing separate institutions or programmatic accretions to existing institutions. In relative terms, very little effort and resources have gone into renovating mainline institutions to fit a variety of clients, nor is there yet broad acceptance in the system that this could be done without lowering standards.

Several years ago, Manitoba's Minister of Education announced the twin goals - "equality of access" and "equality of condition" - as the underpinnings of a broad set of initiatives designed to produce educational change in the Province's post-secondary system. Although it would be instructive to detail those initiatives and to follow their progress, or lack thereof, over the past 3 years, here I am more concerned with the twin goals themselves and the way they relate to another set of initiatives which began in this province 16 years ago and which have steadily grown and developed.

Equality of access refers to opportunity. Simply put, it means that certain changes in the structure of educational delivery need to occur so that those who have not had the opportunity to participate may do so. It is important to realize that equality of access does not only mean opportunities for more people. It means particularly, opportunities provided to a different client group. A series of recent studies has shown that attempts to extend accessibility through strategies like distance education, continuing education, evening and part-time programming have significantly increased the number of participants, but have not significantly altered the characteristics of those who participate. These additional opportunities have, by and large, been approportioned by those who already have a fairly well-developed educational dependency and who return periodically to take an educational fix.

It is also important to realize that equality of access is not necessarily achieved by the infusion of additional resources. A recent study out of Alberta argues that increased funding by itself, even when targeted, may multiply opportunities, but does not necessarily result in a significant shift in the demographic characteristics of students at the institutions. In fact, increasing opportunities, without the necessary concomitant educational change, may merely amplify disparities and widen the gap between the educational haves and have-nots. Besides, in this country at least, fiscal resources are increasingly drying up, but the demands for increased accessibility are not thereby diminishing.

Finally, it is most important to realize that equality of access, by itself, even if understood as defined above, leads only to an "opportunity model," and ignores the crucial question of what becomes of the target group when they have been brought into the system. In short, increasing the equality of access without increasing the equality of condition, may mean, for most of the target group, the opportunity to fail. If we are going to induce a different client group to participate in the educational process, then we have the responsibility to create the conditions under which it is possible for that client group to succeed. The old truism applies - to treat everyone the same is to treat everyone unequally. Equality of condition does not mean that everyone may or even can get through the system - regardless. It does mean that different people require differing learning strategies, differing lengths of time, differing amounts and types of support, and that these ought to be allowed for. It also implies a shift in emphasis from maintenance of educational standards by insisting on entrance requirements, to a clear definition of and insistence on exit requirements - that is, a shift from process to product. The acceptance of equality of condition as an educational goal moves us from an "opportunity model" toward a "success model."

The Access Program

Over the past fifteen years, Manitoba Education has developed, implemented, funded and/or operated a series of programs which are designed to provide access to post-secondary training and education for a segment of the population who have been variously known as "disadvantaged," or "special needs," or "excluded," that is, for people who have had both little hope of gaining access to such education or training, and little hope of success once admitted. Over those 15 years, a total of 17 programs have been implemented. Of the 17 programs, two have been phased out, two programs were rolled together to make one, leaving 14 programs in operation.

They cover a range of areas. There are two programs for teachers, offering a B.Ed., two for social workers, offering a B.S.W., and two for nurses, offering a R.N. Diploma. Three general ACCESS programs have produced graduates in Arts, the Social Sciences, Law, Agriculture, Fine Arts, the Technologies and the Trades. There are two programs designed to produce Electrical/Electronic and Civil Engineering Technologists. There is a Native program in Pre-Medical studies and a consequent program in Medicine, Dentistry, and Pharmacy. Another Native program offers a degree in Engineering.

Of the 14 existing programs, eight are delivered by universities (one at Brandon University and seven at the University of Manitoba), 5 are delivered jointly by Red River Community College and the Department of Education, and one is delivered jointly by the Department and Keewatin Community College.

Nine of the programs are located in Winnipeg - 4 on campus at the University of Manitoba, 3 on campus at Red River Community College, and two off campus in the Core Area. Four are located in Thompson, a mining community 450 miles North of Winnipeg, one at The Pas in the northwest quadrant of the Province, and one is delivered on site in 7 different remote Northern reserves or communities. In addition, there are four independent training entities: New Careers, the Core Area Training and Employment Agency, Limestone Training and Employment Agency, and a teacher training program at Brandon University. None of the programs is exactly the same. The differences are brought on by differences in institutions, subject areas, location, funding, clientele and program personnel. All of them, however, are similar in certain essential features which will be outlined below and which, in their aggregate, have come to be called the "ACCESS Model."

The impetus which led to this extended initiative, the conditions which allowed it to come to fruition, a profile of the people who initiated, furthered and maintained it, a history of its development, delivery and funding would be a fascinating and instructive study in itself. However, my concern here is with its significance as an educational enterprise, how well it has met its objectives and what implications it might have for educational development in mainline institutions.

The Target Group

As generally stated, the target group for the programs is those residents of Manitoba who have been excluded from post-secondary education and training, and who have the greatest need from the standpoint of lack of financial resources, lack of educational qualifications or preparedness, and who experience barriers to participation and/or success by virtue of remote location, cultural linguistic difference and/or personal circumstances.

A large majority of the students in the programs are Native or recent immigrants. Most have been unemployed or seasonally employed for extended periods. Many have survived only with some form of transfer payment. There are more women than men. Many of the women are single parents, and many of the men have fairly large families. Most come from the north, from rural Manitoba, or from the Core Area of Winnipeg. Most either lack high school completion, or have completed high school in areas where the university entrance subjects are either not available or not a priority. Most enter the institutions as mature students.

While it is possible to define what may be called a typical or ideal student for the programs, it has become abundantly evident over the years that in any one of the areas of need, or in any combination of them, there is a need continuum which ranges from one extreme, where there is a group of people with such aggravated disadvantages with respect to participation in post-secondary education that the programs are unable to serve them, to the other extreme, where there is another group who need no significant help. While the temptation to "cream" has not been absent from the programs, the effort has consistently been to keep the eye fixed steadfastly on the lower end of the scale, trying to identify, from among the myriads of those who inhabit that region, those who have the will and show some indication of the ability to succeed.

Between the members of our target group and those who survive on the normal institutional services provided to students, there is a troublesome region inhabited by people who cannot make it on what is available in the normal course, but who also do not exhibit the extreme need which would make them eligible for the programs. There are three types of people who show up with some frequency here - those who have perfectly adequate financial resources but who, again for a variety of reasons, do not have the academic requirements and skills which would allow them to succeed; those who have a perfectly adequate academic background but who, again for a variety of reasons, could not survive on the usual forms of student assistance, and finally, those who have both, but live in areas of the province where training and education are not available, and who do not have the liberty to commute or relocate to centres of learning.

Providing significant avenues of success for this last group, without losing sight of those who border them on one side or the other, is where the greatest challenge for change rests, both on the programs and the institutions. In fact, such change ought to radically blur the distinction between program and institution. What ought to appear is a single entity with a range of options suitable to a variety of types.

Program Objectives

From the beginning, the objectives for the programs fall into three broad categories. While there has been some inherent ambiguity in the way the objectives are met, and while, over the course, the first two have been met more successfully than the last, they have been continuously maintained and continue to be the broad objectives for post-secondary programs emanating from the Department.

The objectives of the programs are as follows:

1. To increase the number and range of post-secondary education and training opportunities for excluded individuals and to do so under conditions which make it likely for them to succeed and find employment in their chosen profession or occupation.

> This objective has been met most clearly. The increasing number of program places, the increasing range of program areas, the record of completion and graduate employment, are all evidence of success. However, although the number of student places has risen to over 600 in the university and college programs, with an additional 600 in the Training and Employment Agencies, the demand still exceeds available opportunities by a ratio of approximately 7 to 1, and although the programs have been steadily expanding into new areas, many areas, some of key importance, are still unavailable.
>
> Although the programs, in aggregate, offer a considerable variety to choose from, in practice it is not always easy and sometimes impossible for a student to get into the program of his/her choice. A student preferring social work will enroll in teaching because it is the only program available. Because of the way that programs are scattered among 12 different locations and 4 different institutions, it has not always been possible to facilitate easy transfer from one program to another.

2. To contribute to the development and self-sufficiency of the community.

The move to meet this objective has clearly led to the heavy concentration in teaching, nursing and social work. All are areas of great importance to the communities (particularly Native communities), all offer more than good possibilities for employment, and all contribute to the process of self-determination by providing trained and competent indigenous personnel. The programs have also contributed to the gradual breaking of the vicious cycle of under-development, by providing role models which have had a noticeable effect on raising the expectations, and consequently, the commitment of the young.

Economically, communities have profited by having residents moved from dependency on transfer payments to full employment. Although the success in this area is less easy to quantify, the last 10 years have produced noticeable improvements on a number of fronts.

3. To bring about educational change.

Success in this area has been dubious at best. Initially the programs were conceived as demonstration projects. It was assumed that given evidence of success, the methods they employed would be adopted and generalized, making it possible for client groups to enter institutions and succeed in the normal course. Such, however, has not been the case. The question of whether the institutions have come to resemble the programs or the programs have come to resemble the institutions, has been raised on more than one occasion. It might even be argued that the programs have bled off the pressure that might have been directed at institutional change.

The programs have always been situated uneasily at the institutions and have continued to exist and fulfill their purpose by virtue of continued external "soft" funding and considerable shepherding. Initially they were viewed as a source of additional funds and were accepted by the majority on that basis. This is not to say that there have not also been pockets of real commitment and support at the institutions, without which the programs could not have thrived nor survived. In the main they have been ignored at best and at worst have generated open hostility.

Regardless, the programs have demonstrated, for those who care to notice, that given sufficient energy and commitment, along with conducive circumstances and conditions, adults with totally inadequate academic preparation, and facing huge social, cultural and linguistic barriers, can succeed in very complex and difficult educational programs at rates above adequately prepared sequential students.

The change, if any, has taken place in the attitudes of the target population. With increasing frequency they are rejecting, with a confidence born out of success, the inclination of the dominant society and its institutions to "blame the victim," and have begun to lobby on their own behalf for institutional change.

The ACCESS Model

Over the years, a set of operating principles and practices has been developed and refined into a system that has proven amazingly effective in maintaining success rates and in opening up new areas. Much of the wisdom gained exists in an oral tradition which resides, with some exceptions, almost exclusively in the people who have been involved in the enterprise from the beginning. Very little time has been spent putting this body of experience into adequate and consistent form - a task requiring more leisure than the constant process of expansion and development and maintenance has allowed. Here, the salient elements are described in brief.

1. Recruitment

Although the situation is changing somewhat, the target members are increasingly identifying themselves, the need for constant and ongoing recruitment is necessary. At least one characteristic of the excluded is the tendency to count themselves out and to view opportunities as being intended for someone else. In the early years of the programs, it was necessary to go out into the byways and to tap shoulders and pluck lapels like Coleridge's Mariner. Recently, as the word has gotten around and role models have multiplied, target members increasingly identify themselves. However, we still keep up an active recruiting process to ensure that we are reaching the target group.

2. Selection

The selection process is designed to identify, from among those applicants who have been judged eligible from the standpoint of need, those who have the motivation and ability to succeed given the program supports available. No one who can succeed without the special supports may be selected. No one who will fail in spite of the supports should be selected. This, of course, frequently demands judgments, and no one can assert that justice is always done or that there is any formula of assured success.

In fact, the process is set up precisely to avoid the probability of falling into formulaic approaches. Instead, there is a heavy dependence on a system which resembles the legal jury system, with a maximum exposure between selection jurors and applicants and, where it works best, an insistence on unanimity among jurors rather than on a dependence on a point system or majority rule. The system is imperfect and sometimes quirky, but, over the years, has proven itself amazingly effective.

Both the paper screen, where eligibility is determined, and the final selection recommendations, are done by a committee made up of a wide variety of interest groups. Typically, the committees include representatives from the program, the parent institution, the funders, potential employers, community groups or organizations and the Native organizations. The point, obviously, is to involve those who know the program, know the course of study, know the job at the end, and know the background from which the applicants come.

Formal achievement or aptitude testing is not done until after admission to the program. It is then done for diagnostic purposes, in order to determine the support and program needs. Even then we are discovering that these tests are not very reliable.

One final note: admission to the institution is entirely the prerogative of that institution "in its sole discretion." An applicant, therefore, must be admissible to the institution before he or she may be selected to the program. As a consequence, a vast majority of students enter under the mature student category, which provides entrance for any student over the age of 21 regardless of academic background. A large number of clients who fall between the legal school leaving age and the mature student age remain unserved.

3. Integrated Student Supports

Clearly, the heart of the ACCESS model is the integrated student support system. It begins from a series of assumptions, all too often asserted and all too rarely observed. They are:

a) That the needs of the students are real and "legitimate" and can, on the whole, be met.

b) That the students need not and should not be blamed for having those needs.

c) That the various areas of need - financial, academic and personal - are so interrelated and intertwined in the individual, that each affects all, and that success is a product of strength in all.

d) That all three areas are the legitimate concern of those who profess to educate.

e) That any support system which hopes to promote success and to prevent failure must be based on an assessment of where the students are, rather than where it is assumed they should be.

f) That the various services such as financial, academic and personal support, while requiring some specialization, should nonetheless be structurally related in such a way that students do not fall between the cracks.

g) That as much as possible, services must be preventative rather than acute, but must be flexible enough to respond to individual crisis with individual remedies, without the need to create or protect uniformity.

h) That the responsibility for making sure that the students get the required services falls equally on those who deliver those services and on those who receive them, or to put it another way, the program bears as much responsibility for the student's success or failure as does the student.

In the programs, it has meant that there are specialists who deal in financial matters, from an assessment of financial need to judicious counselling in budgeting, shopping, etc. There are those who have primary responsibility for the academic well-being of students including the assessment of strengths and weaknesses, tutoring, teaching study and learning skills, academic advising and academic advocacy, and then there are also trained counsellors who deal with personal and family matters.

More importantly, the specialists are placed in proximity to each other and structurally related to each other in such a way that it is likely that a problem will be passed to the proper expert for appropriate action, and that it is convenient to do so. Most importantly, all services finally come together in the office of the director, who is ultimately accountable for the well-being of the student in every area.

4. Financial Support

Financial support is provided at a level which makes it likely that students will not drop out for purely financial reasons. Each student receives a base allowance which is tied to family income and to the number of dependents. In addition, there are a series of categorical supports such as child care, housing, transportation and medical, which are available automatically to students who meet the criteria. Finally there is a modest sum which may be distributed at the discretion of the director in exceptional cases and for emergencies. For students who are just making it, and who have no recourse, a small "bail out" frequently makes the difference between staying and leaving.

5. Academic Support and Remediation

The range of academic supports has been mentioned above. It remains to say something about what has been learned in the areas of remediation. Different programs employ different strategies for dealing with academic deficiencies. The differences may be grouped into three main categories:

a) Some programs provide significant amounts of "front-end" upgrading. This is only done in cases where all other strategies are impossible because of either the structure of the course or the unwillingness of the institution to make allowances.

b) In some cases, students are put directly into reduced loads and are surrounded with steady, ongoing tutorial help.

c) In some cases we have been able to negotiate, under special conditions, the redesign of foundation courses, which have been extended in time and include all necessary remediation within the courses. Some of our community college programs have converted entire two-year courses of study such as Nursing, Business Administration and Civil Engineering Technology, into three-year, fully integrated "access" courses which are based on the assumption that students do not have the necessary background.

Over the years we have learned some lessons:

a) Integrating remediation into the formal process through a credit course or program is the most effective and produces the greatest success.

b) Where integration is not possible, front-end remediation works best when it is directly related to the course of study. For example, given a nursing program, courses are carefully analyzed to identify those skills and any knowledge which must be brought to the courses. It is then provided. There is no pretense to providing a general arts and science background.

c) General upgrading such as Adult Basic Education or G.E.D. is of the most limited value, because, all too often, students lack the experience to be able to project the relevance of these programs into the subsequent "real" course.

d) Students do better in, and profit more from, credit courses than from non-credit courses.

6. Personal Supports

By far the most difficult area, and the area in which, despite our best efforts, we continue to face the greatest problems, is the area of personal and family supports. More students drop out of the programs for "personal reasons" than all other reasons combined. (In fact, academic failure comes last as a reason for leaving). Even given the assumed propensity of students to list their reason for leaving as "personal problems," or "family problems" in order to divert attention, this stands as a priority area for program development. Family stress, discrimination, loneliness and an alien environment combine to overwhelm students and require compassion, a hard-headed approach to life and school survival skill development, and some solid strategies to deal with real problems.

In conclusion, it is fair to say that the Manitoba Access Programs have been, and continue to be, a unique experiment in University/Government co-operation for moving toward equality of access and equality of condition. They have in their own way made a significant social and educational contribution to the people of this province. Fifteen years ago, you could count the number of Native teachers in this province on one hand. Today, there are over 450. The programs in that sense have contributed to the stabilization of the teaching force in Native schools and have provided a valuable resource for communities wishing to move toward local control of education for their children. The first Native lawyers and nurses and social workers were graduated because of the programs, and next year the first Native doctors will graduate from our medical school.

The programs have also contributed significantly to the discussion of equality of access and are primarily responsible for the articulation of the principle of equality of condition. They have made it impossible, with any credibility, to make certain kinds of objections to accessibility, and they have contributed to a quiet revolution in the educational thinking of the dispossessed.

What the programs have not done, and perhaps it is too much to ask, is engender the kinds of change that would allow the target group to continue to succeed in the normal course, should the programs disappear. They have also raised the question as to whether we can, in economic terms, continue to support the steadily growing demand for ancillary services which, in large part, they have engendered.

No doubt you will have noticed that, apart from a brief mention in the opening paragraph, I have not dealt specifically with the Urban University. One is tempted to notice that the designation itself is a tautology, in that the majority of North American Universities are in some sense urban. But, if we are concerned with those universities, like The University of Winnipeg in our own city, which have found themselves over time, located in a quickly deteriorating urban core and increasingly separated from those who surround them, then the twin goal of equality of access and equality of condition, and lessons learned from the Manitoba ACCESS programs, must be germane and to the point.

MOTIVATION AND THE ROLE OF FACULTY IN PUBLIC SERVICE IN THE UNIVERSITY OF CALIFORNIA

Noreen Dowling, Director, Public Service Research
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For well over one hundred years now federal and state governments have looked to universities to assist them and citizens in understanding new scientific and technical developments as well as major societal changes. Agricultural development has depended on land grant university involvement to meet the demands of changing technology and to improve genetic breeding for the production of food and fibre. Most recently the computer and biotechnology industries have a somewhat similar intimate relationship with universities.

The 1960s were characterized by student challenges to urban and international issues, which drew higher education into the caldron of political process and change, often alienating those in power. By the mid seventies several universities, among them Wayne State University, University of Maryland, and Pennsylvania State University, initiated programs which encouraged faculty to contribute to policy issues which would benefit state and local government, and reestablish credibility of collegiate institutions as state and national resources.

Another of those institutions, the University of California, will be discussed as an example of a research institutions' participation in public service. The University of California (UC), plus two national laboratory, multiversity located in five cities and six smaller communities. As such it includes agriculture as well as urban influences. On three campuses the land grant elements of the university exist side by side with basic disciplines and professional schools. Cooperative Extension, part of the university, serves all 58 countries of the state, with specialists on three campuses. Self supporting University Extension is part of each campus and specializes in professional continuing education. These elements provide part of the institutional image of the university as a provider of public service.

Public service can be understood in terms of institutional responses to the public need or in terms of the contributions of individuals who are significant members of the institution. The University realized that the expertise of the faculty, as contributors to public issues, was critical to reestablish public confidence in the institution. In this discussion I refer specifically to the role of the faculty in public service and what has been learned about motivations and rewards needed to effectively involve members of different colleges and schools.

A definition of public service was recently developed on our campus by members of the Academic Senate Committee on Public Service in order to establish common language and understanding among the academic community.

> Public Service is the extension of research, teaching, and professional expertise of faculty members for the benefit of the community and the larger society. Directed at non-university audiences, it is normally - but not necessarily - uncompensated.

The University of California charges all its faculty with the responsibility for teaching, research and professional activities/public service and university service. The Davis campus has made special effort, since 1984 to recognize public service "based upon a faculty member's research and professional expertise." The annual call for merits and promotions has these provisions:

1. "Meritorious" public service "should be considered a positive factor" in reviewing faculty for advancement.
2. Still, the lack of public service accomplishments is not "detrimental" to advancement - a recognition that the opportunity for such work in some fields is quite limited.
3. When evaluated, public service is not a substitute for research and teaching achievements; it is "complementary" to these other types of activities.
4. Public service (as other faculty achievements) should be documented in the review process, including an assessment of "quality and impact."

In sum, public service is generally marginal but sometimes a significant factor in the advancement of UC faculty. While not weighed equally to research and teaching, meritorious public service activities - especially if linked closely to the other two areas - can have a favourable impact on specific merit and promotion decisions.

Structures Which Facilitate Public Service

The public image of the university is characterized by some composite of the many elements of the institution. To many rural citizens, Cooperative Extension is the university in their community and through it they have access to technical and occasionally policy information. Recently a Cooperative Extension Water Task Force has worked for about seven years to assist the diverse vested interests in water, form new coalitions which are beginning to reach agreement on a unified state water plan.

University Extension on each campus, is a totally self supporting unit, and is the primary continuing education vehicle for many professions in California. Certificates are offered which provide for professional upgrading in many fields. University Extension occasionally sponsors large public conferences on critical policy questions.

The two national laboratories, Lawrence Livermore and Los Alamos, are managed by the university and are heavily involved in defense and energy research. The academic community is very conscious of the role of the labs as a part of the university, stemming from debates over why these arrangements should continue.

These previously mentioned institutional segments are staffed primarily by academic professionals who are not tenure-track faculty. These entities are semi-autonomous organizations which provide a large segment of the university's public service role in society.

Another very significant set of academic structures beyond departments, are categorized as Organized Research Units (ORU). They are funded in whole or part by institutional funds for the support of faculty projects and receive funds for research from outside sources. Teich (1978) identifies two kinds; one, the research institute to advance basic knowledge and the other, the applied mission and problem solving type. In the University of California, all ORUs are interdisciplinary and are focused on important areas beyond one discipline. These become the locus of activity for faculty with common interests. The mission oriented ones usually have responsibility for contact with outside agencies and provide direct dissemination of information to the public through conferences, seminars, or publications.

There are about 130 such Organized Research units in the UC system ranging from very small to very large, and unevenly distributed on campuses. About 22 of them are systemwide and accessible to faculty of all campuses. Table 1 shows the spread of these units. Each of these organizations has its own funding levels and reporting mechanism and there is no overall way to recognize the public service elements of these programs.

In 1976 two special programs, neither of which are ORUs, arose almost simultaneously, to specifically address the responsiveness of the university through its faculty, to the needs of the state in time of crisis and change. One developed on the Davis campus was funded from foundation support and the other at the Office of the President using university opportunity funds which were later supplanted by funds from the legislature

TABLE 1

Major Public Service Structures of the University of California

Primarily Faculty
Experiment Station, 3 campuses
22 Organized Research Units (ORUs)

Total ORUs with single campus focus (systemwide):
40 - UC Berkeley
14 - UC Davis
7 - UC Irvine
29 - UC Los Angeles
4 - UC Riverside
19 - UC San Diego
10 - UC San Francisco
4 - UC Santa Barbara
3 - UC Santa Cruz
130 - TOTAL

Primarily Academic Staff
Cooperative Extension, 3 campuses plus 58 counties)
University Extension, 9 campuses
National laboratories, 2
(Los Alamos and Lawrence Livermore)

Special Programs
California Policy Seminar, Systemwide] Policy Research - State
Public Service Research & Dissemination Program, UC Davis]

The former is known as Public Service Research and Dissemination Program (PSR&DP). It targets involvement of faculty primarily from Davis, the campus closest to the capital. It uses a mechanism of a directed call for research proposals focused on important public policy issues which require the expertise of the campus faculty. Projects are proposed and accomplished in collaboration with outside agencies or community groups. These agencies benefit from the collaborative effort and often implement the necessary processes for legislation or toward regulation. This latter situation frees the faculty from the difficulties of becoming directly involved with implementation of findings.

The other, the California Policy Seminar, maintains a systemwide call for research proposals to any faculty to propose research which has policy implications. These long term projects are proposed and accomplished in the traditional research mode, without agency involvement. The products of these projects are simply research reports which are made available to the public. In addition, legislators or their staffs may propose research topics needed to support policy planning. These more recent short term projects are beginning to draw senior faculty into participation.

Though both programs seem similar, there are significant differences which will not be explored here. The fact is that both programs provide conferences, seminars and publications which help establish and cultivate linkages between the policy formulation process and researchers who can provide research findings to inform legislative and agency staffs in the preparation of legislation. These programs have expanded the role of the university in making significant contributions to the scientific, technical and socioeconomic planning of the state.

Characteristics of Faculty Who Participate in Public Service

Table 2 shows the number of participants in collaborative projects supported by Public Service Research and Dissemination Program (PSRDP) over the past ten years indicating colleges and the different faculty ranks. There is a relatively high participation of members of the professional schools and the College of Agriculture and Environmental Sciences as compared to Letters and Science. The actual number of faculty participants is small due to many factors among them: the limitations imposed by the policy research focus, the awareness of the program by the faculty, and the willingness to participate. What is important is that some faculty are willing to spend time on policy issue research, that potential users of the information feel that the findings are helpful in policy formulation, that information is timely and that there is access to faculty resources. It is clear that only a small percentage of the total faculty will be involved at any one time.

Faculty of the Professional schools and the College of Agriculture and Environmental Sciences integrate applied research in the process of theory building and appreciate many of the implications of applied research for their teaching and research. The land grant tradition of involvement in agriculture development is an asset in cultivating a more comprehensive public service program.

TABLE 2

Public Service Research and Dissemination Program

	L & S	Ag & ES	Eng.	Adm.	Law	Med.	Totals
Asst. Prof.	1	4				3	8
Assoc. Prof.	4	10				1	15
Professors	2	18	2	1	1	4	28
CX Spec.		2					2
Other							
	7	34	2	1	1	8	53
% of those who participated	13%	59.2%		7.4%		14.8%	
% of faculty of college who participated	1.5%	7.4%		6.3%		2%	

A recent survey of participants in PSRDP indicates that most faculty have continued to research facets of the same topic but have been awarded larger grants or contracts most frequently from the previous collaborating agency or another university program.

Table 3 shows the participation of faculty and staff from all campuses who have been involved since 1979 in the California Policy Seminar. Some projects reflect several investigators. The spread across ranks and colleges is not significantly different from the PSRDP data. However, the latest statistics on short term projects show a marked increase in participation of senior faculty as well as a significant involvement of other professional researchers from Cooperative Extension and organized research units.

These data indicate that there is a high proportion of professional school faculty representation compared to their actual number among all faculty. Policy oriented research is closer to the interest of such persons, they understand how to bridge the academic and the real world while successfully achieving their own goals of academic survival.

The data here presented reflect only two relatively small special programs at the University. Both of these programs provide linkages between the legislative staff and the faculty, especially acting as access points to the complex organizations of each world. The participation which has been studied is limited to those who undertook research projects. It is almost impossible to enumerate the participation of faculty in other public service efforts (consultations, conferences, hearings etc.) because there is no direct reporting mechanism.

Faculty Attitudes Toward Public Policy Involvement

In 1977, Paul Sabatier, Professor of Environmental Studies, was commissioned by the Public Service Research and Dissemination Program to undertake a study of the attitudes of faculty at UC Davis, toward participation in advising in policy related issues where their expertise could be used to help legislators. He assumed that the faculty was typical of many

American state universities (except that it is very close to the capital). In his report, The Sacramento Connection: Linking the Legislature with the University, he establishes both the legislature's perception of the value of academic research in the policy process as well as the faculty perception of the role and worth of academic contribution to policy formulation. His findings enlighten the discussion of why faculty are motivated to participate in public service.

TABLE 3

California Policy Seminar
1979-85

Long term research projects, All Campuses

	L & S	Ag	Adm/Ed/Law	Health	Totals
Asst. Professor	2	1	4	6	13
Assoc. Professor	4	5	4	5	18
Professor	6	1	3	7	17
Other Professional	6	3	2	6	17

Short term projects/requests from Legislative Research offices

1984-86	L & S	Ag	Adm/Ed/Law	Health	Eng.	Totals
Asst. Professor	1				1	2
Assoc. Professor	1	3		1	1	6
Professor	5	4	4	3	3	19
Other Professional	10	6	4	6	1	27
Total Faculty	19	14	15	22	5	
% of faculty of Colleges	.57%	1.4%	5.1%	1.1%	2.7%	

Table 4 shows the interest of faculty of different colleges in participating in unpaid government advising. The highest interest is expressed by the College of Agriculture and Environmental Sciences followed by the professional schools taken together. The highest per cent with experience in advising is recorded in the college of agriculture, followed closely by the Law School. Table 5 shows that more than half the faculty of each rank indicated an interest in future involvement. Untenured faculty are slightly

TABLE 4

Future Interest and Past Experience in Unpaid Advising With Governmental Bodies By School/Discipline (n=818).

	School/Discipline												
	Letters and Sciences				Agriculture and Envir. Sciences				Professional Schools				
	Natural Sciences (n=112)	Social Sciences (n=72)	Humanities (n=61)	Total (n=251)	Agricul. (n=219)	Envir. Sci. (n=32)	Econ./ Behav. (n=33)	Total (n=284)	Engin. (n=45)	Law (n=17)	Medicine (n=145)	Vet. Med. (n=73)	Total (n=280)
Degree of Future Interest													
Definitely Interested	19%	25%	18%	21%	29%	38%	39%	31%	34%	41%	37%	20%	32%
Probably Interested	25%	21%	20%	23%	29%	41%	29%	30%	23%	18%	27%	30%	26%
Doubtful	40%	42%	29%	39%	34%	19%	32%	33%	34%	35%	34%	38%	35%
Not at All Interested/Irrelevant	16%	11%	32%	18%	8%	3%	0%	6%	9%	6%	2%	13%	6%
TOTAL	100%	99%	99%	101%	100%	101%	100%	100%	100%	100%	100%	100%	99%
Cramer's V = .14, Sig. = 000													
Extent of Advising Experience In Last Two Years													
1 - 9 days	12%	16%	6%	12%	19%	25%	18%	19%	4%	6%	17%	8%	12%
10-19 days	3%	4%	3%	3%	7%	12%	15%	9%	7%	6%	6%	8%	7%
20 or more days	5%	15%	4%	8%	10%	28%	15%	12%	11%	29%	10%	7%	10%
Subtotal with some experience	20%	35%	13%	23%	36%	65%	48%	40%	22%	41%	33%	23%	29%
No experience	80%	65%	87%	78%	64%	34%	52%	60%	78%	59%	67%	77%	71%
TOTAL	100%	100%	100%	101%	100%	99%	100%	100%	100%	100%	100%	100%	100%
Cramer's V = .15, Sig. = 000													

TABLE 5

Future Interest and Past Experience in
Public Service Advising by Rank

Degree of Future Interest	Assistant Professor (n=217)	Associate Professor (n=176)	Full Professor (n=377)
Definitely Interested	23%	28%	30%
Probably Interested	27%	26%	27%
Doubtful	43%	34%	31%
Not at all Interested	6%	13%	12%
	99%	101%	100%

Cramer's V = .11; significance = .05

Extent of Experience in Informal Advising During Past Two Years			
1-9 days	12%	11%	18%
10-19 days	4%	6%	8%
20 or more days	7%	11%	10%
Subtotal	23%	28%	36%
No days	77%	72%	64%
Total	100%	100%	100%

Cramer`s V = .11, significance .04

less likely to have had experience, no doubt due to their shorter time on campus and therefore less knowledge of persons in government. Yet this group indicates a willingness to be included. The extent of past experience seemed to be the most important factor in predicting future interest.

Based on their experience the reasons faculty indicated are the important incentives for advising included from most to least important:

- Efficient utilization of their time
- Utilization of advice in a professional manner
- Relevance of their expertise to policy in question
- Intellectual stimulation
- Influence on policy decisions
- Additional publications and grants
- Notification of contribution in personnel file
- Monetary reimbursement
- Enhanced professional prestige
- Association with well known officials.

These factors can be considered indicators of motivation for faculty involvement in advising and consulting.

In addition to experience in policy matters and rank other factors which might influence one's participation in public service could be based on one's perception of the role of the university in society and the role of policy research in the university. A series of questions were designed to elicit responses to address these issues.

The first half of Table 6 indicates that 60 per cent of the faculty feel that they and the university have a duty to make their expertise available to public policy makers. There is also expressed concern for the unique role of the university in fostering basic knowledge and the potential for "no win" situations. The level of agreement among faculty on the potential academic contribution to lawmakers was a surprise. Faculty rank and college did not change the responses significantly. In addition, the expressed responsibility of faculty to alert lawmakers to the implications of their research may have on policy was astonishingly high. The supportive climate for policy involvement which emerged from this report has contributed to the willing participation of faculty in Public Service Research at our campus.

Sabatier (1984) also studied the participation of faculty in preparation of 108 bills in the legislature in 1977. He found that 30 faculty had been involved in 22 bills and 35 per cent were reasonably satisfied while 47 per cent were very satisfied with the experience. He concluded that most participation was by request of governmental officials to provide expert information, and that this was based on expertise. It is not intended that generalization can necessarily be drawn from the data gathered. It does indicate that at least in the case examined the faculty were more willing to participate in the policy process than had been previously indicated in other studies.

Two studies, one on the research efforts and the other on advising, indicate that programs which will involve faculty in responsive participation must be based on intimate knowledge of faculty expertise, as well as how both organizations work. Some of the important elements include the reward systems for both parties, the time frame differences, the contributions which each can make to the other and the limits of expectations. Faculty also noted that

TABLE 6

Scales Indicating Different Conceptions of the Proper Role of the University (n=818)

	Distribution of Opinion (in percentages)		
Items (factor loading in parenthesis)	Agree	Ambivalent	Disagree
A. Duty to Assist Policy Makers Scale			
1. Faculty members have a duty to contribute their knowledge and experience to the resolution of policy problems (r= .63).	61	21	19
2. As a public institution supported by the taxpayers of this state, the University of California should encourage its faculty to address themselves to the resolution of public problems (r= .60).	70	18	12
3. University faculty have a responsibility to assess the potential societal implications of their research and to communicate the probable consequences to government decision makers (r= .58).	69	17	14
4. In filling its next faculty vacancy, my department should take an interest in policy-oriented research and/or a concern with the policy implications of research an important part of the position description (r= .56).	17	19	64
5. The public service commitments of the University should essentially be limited to the training of students (some of whom will eventually work for governmental agencies or get involved in public affairs) and the search for basic knowledge (r= -.46).	20	11	69
B. Traditionalist Scale			
1. Universities are virtually the only social institutions charged with the expansion of basic knowledge, and thus a much higher priority should be accorded basic research than policy oriented research - even if one assumes that the latter can be as intellectually demanding (r= .66).	44	18	38
2. Policy oriented research generally involves greater loss of independence in choosing research topics, methods of inquiry, and dissemination of results than does basic research (r= .52).	64	19	16
3. Basic research almost always demands more intellectual creativity and analytical rigor than policy-oriented research (r= .50).	26	17	57
4. The integrity of the University as a detached critic of society is compromised by close contact with government institutions (r= .45).	27	24	49

even if they were interested they were unsure of how to be effective in the process. Programs such as the two discussed here can provide some of the liaison function which both facilitates connections to experts as well as supports faculty efforts as necessary. The esprit de corp of the university which encourages good working relations with the state government will find ways to influence the faculty to participate as needed.

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FACULTY PUBLIC SERVICE:
AN EVALUATION OF UNIVERSITY ALLOCATIONS AS A STIMULANT

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Introduction

Urban universities, unlike their land grant cousins with federally mandated outreach policies, have had little legislative guidance with regard to interactions with their urban settings. As a result, urban universities, either as individual institutions or as statewide systems, have sought to design and implement their own policies. In these attempts to stimulate public service, urban universities have encountered numerous obstacles, many of which have been cited in the literature. Consequently, more is known today about the societal need for public service on behalf of the universities than is known about how universities may occasion public service to happen from within their midst.

Traditionally, the public service mission has been embodied in higher education in two spheres: the budget and the workload of faculty. Under the category of educational and general expenditures is usually a category labelled "public service." For instance, the Ohio Board of Regents defines this category to include "all funds expended for activities that are established primarily to provide noncredit designated course offerings and services beneficial to individuals and groups external to the institution." Likewise, in terms of faculty work efforts in addition to the traditional categories of teaching and research is a category related to public service. Using the Ohio Board of Regents' definitions of faculty activities, public service consists of "activities meant to benefit the community outside the institution by lending the professional expertise of University personnel to these outside groups."

This paper examines the financial sphere as one historical means that urban, public universities have to stimulate public service activities. In terms of mobilizing faculty, the programmatic allocation of financial resources is an incentive most directly under the control of central administrators who are often confronted by a lack of bottom-up support and weak influence on promotion, tenure, and salary increases of faculty. Funding enables administrators to create units which may offer attractive ways for faculty to fulfill their public service activities. On the other hand, the record indicates that much of public service funding is channeled to peripheral units which perform outreach services without utilizing faculty. The authors discuss what funding can and cannot do in terms of encouraging faculty efforts in public service activities based upon fourteen years of data collected from eight urban, public universities.

The period of study is from 1971 through 1984. The cases are Ohio's urban, public universities as defined by membership in the Ohio Board of Regents' Urban University Advisory Committee: University of Akron, University of Cincinnati, Cleveland State University, Kent State University, Ohio State University (Columbus), University of Toledo, Wright State University (Dayton), and Youngstown State University.

The measure of faculty public service is faculty effort reports, a questionnaire administered to all faculty in Ohio public higher education in the fall of even numbered years. Any potential overinflation in hours reported worked by the faculty is irrelevant in that such inflation can be treated as a constant. Furthermore, most of our analyses standardized public service into percentage of total faculty effort. The measure of funding is the expenditures for public service reported on a fiscal year basis. These two measures provide comparable data throughout the study period with one discontinuity in 1976 when the Uniform Information System was enacted in fiscal reporting.

Findings

Finding 1: Urban university expenditures and faculty efforts for public service comprise a very small proportion of the total university expenditures and faculty efforts.

Throughout the fourteen year study period, the mean fiscal year expenditure for public service amounted to only 5.5% of the total. For this same time frame, faculty effort for public service averaged 4.6% of total faculty effort.

Finding 2: Urban university expenditures demonstrate a cyclical pattern of emphasis on public service.

As illustrated by Table 1, during the early 1970s public service expenditures were relatively stable, but the later 1970s reflected an increasing emphasis. The end of the social consciousness era of the early 1970s thus did not halt community linkage efforts, but inaugurated a strengthening trend. Following a reclassification of reporting which occurred in 1976 (removing hospital patient treatment from the public service category), the upward trend was largely uninterrupted. Yet while actual dollars continued to increase slowly in the first half of the 1980s, public service expenditures as a portion of total expenditures showed a clear slippage.

TABLE 1

Public Service Expenditures at Ohio Urban Universities

Year	Avg. $ Expenditure	% of Total Expenditures
1971	8.0 million	6.7
1972	8.9 million	6.7
1973	9.1 million	6.6
1974	10.4 million	6.5
1975	11.9 million	6.7
1976	6.2 million*	4.0*
1977	7.1 million	4.9
1978	8.3 million	5.5
1979	8.3 million	5.7
1980	9.3 million	6.1
1981	9.8 million	5.4
1982	9.7 million	4.9
1983	9.6 million	4.9
1984	10.3 million	4.7

NOTES: *Expenditure accounting basis changed with the enactment of Uniform Information System.

Finding 3: Faculty public service, both in absolute number of hours and as a percentage of total effort, shows a steady increase since the mid 1970s (as Table 2 illustrates).

TABLE 2

Faculty Effort in Public Service at Ohio Urban Universities

Year	Hours Per Week	% of Total Effort
1972	2.4	4.6
1974	2.0	3.9
1976	2.1	4.1
1978	2.4	4.8
1980	2.3	4.7
1982	2.6	5.4
1984	2.7	5.6

It may be that the high level of service in 1972 was an outgrowth of the social consciousness of the 1960s and related faculty roles as change agents. The mid 1970s saw a decline in this type of faculty involvement. Increased faculty outreach in the late 1970s and the 1980s may reflect either self-direction or selected administrative encouragement, as related to departmental and institutional sensitivity to survival.

Finding 4: There is a significant relationship between expenditures for public service and faculty effort devoted to providing such service.

For the 1971-1984 study period, the relationship between expenditures for public service and reported faculty public service efforts can be described by a Pearson's r of .66. Defining the input/output measures in proportional terms (i.e., public service expenditures as a percentage of total university expenditures and faculty public service efforts as a percentage of total faculty efforts), results in a slightly weaker but still supportive statistic of .60.

Finding 5: There is also a strong carry-over or residual effect of public service expenditures upon actual faculty efforts in the following year.

For this part of the analysis, the impact of public service expenditures upon faculty public service efforts during the same fiscal year was compared with the impact of expenditures upon service efforts during the following fiscal year. The two sets of correlations closely paralleled each other and, in approximately one-half of the pairings, impacts upon service in the following year were stronger.

This carry-over effect is similar to the use of "lag-time" in studying such phenomenon as the impact of industrial development incentives. Just as it takes a year or more for a tax incentive to attract industry into a state, so it often takes a prior year of public service expenditure to influence faculty efforts. The lag-year phenomenon shows that universities may need to exercise both patience and consistency in using expenditures to develop and maintain strong faculty outreach efforts.

The nature of the relationship between public service expenditures and faculty public service efforts described in both Findings 4 and 5 suggests that universities get at least part of what they pay for. At the same time, the authors recognize that much of faculty public service activity is not traceable to the particular budget expenditure category for public service. For example, expenditures not counted as public service may serve as strong incentives for faculty public service activity. Merit raises and money associated with faculty promotion are prime illustrations of tying public service into the traditional academic reward system. In addition, many incentives for faculty public service may not assume a direct monetary cost. Tenure and the norms of particular universities, colleges, and departments fit into this category.

Likewise, public service expenditures encompass a number of activities performed by non-faculty. Often public service funds are allocated to administrative units designated as the university's service or outreach component. The mission of these units may be to render service, but not through mobilization of faculty. There is a distinct difference in service delivery models among universities. Some outreach units operate by almost pure brokering of faculty resources to address community problems. Other units operate as counter-institutions, hiring their own professional staffs and having little interaction with university faculty. Public service expenditures to the latter units have little impact on faculty public service per se.

Finding 6: The relationship between expenditures for public service and faculty service efforts weakened during the 1970s and restrengthened during the 1980s.

Table 3 shows the longitudinal correlation of public service expenditures as a per cent of total university expenditures with the per cent of faculty efforts which were devoted to public service. With the exception of 1976, the year the Uniform Information System was enacted, the data show a marked decline in the strength of the correlation until the decade of the 1980s.

TABLE 3

Relationship of Public Service Expenditures
to Faculty Public Service Efforts at Ohio Urban Universities

Year	Correlation Coefficient
1972	.94
1974	.46
1976*	-.24
1978	.42
1980	.34
1982	.55
1984	.56

NOTES: *Expenditure accounting basis changed with the enactment of the Uniform Information System.

The weakening relationship between public service expenditures and faculty public service efforts during the 1970s is particularly notable in the context of both increasing funding and increasing faculty efforts for the same time period (see Table 1 and Table 2). This finding underscores that earmarked dollars for public service do not automatically translate into faculty effort. Other factors mentioned above such as counter-institutional approaches to outreach and the incorporation of public service into the traditional academic value system affect how and who delivers public service on behalf of the university. The strengthening relationship between public service expenditures and faculty effort since 1982 suggests that universities have redirected attention to outreach units that mobilize faculty.

Finding 7: The relationship between public service expenditures and corresponding faculty efforts has two dimensions: how closely efforts can be guided by expenditures and how many dollars it takes to purchase a given level of service.

The difference in these two dimensions is reflected in a comparison of Table 3 with Chart 1.

CHART 1

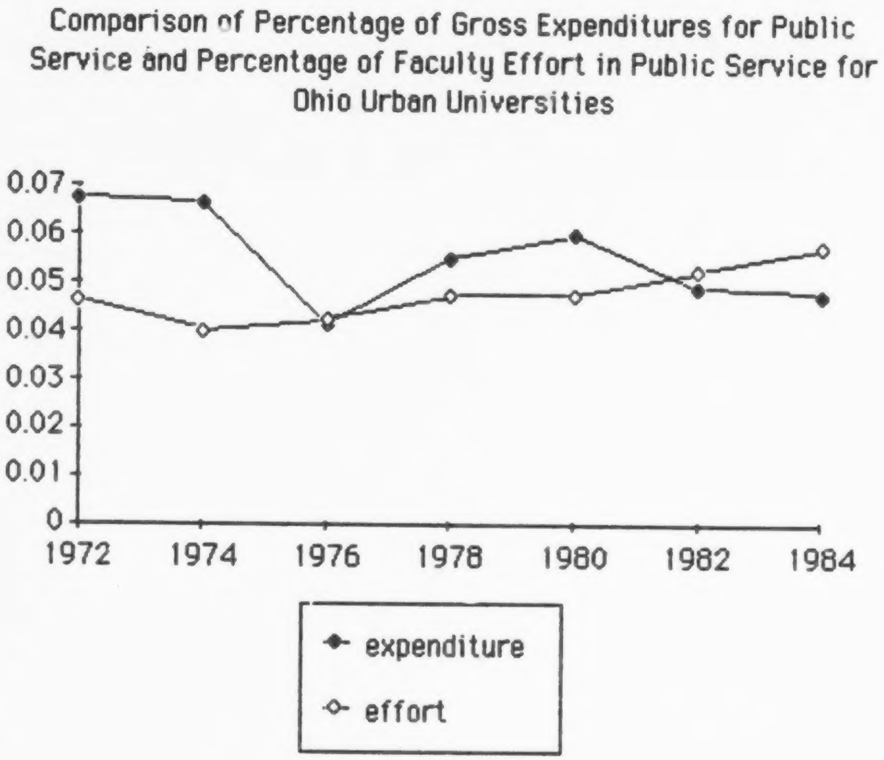

Table 3 indicates that both the beginning and end of the study period witnessed strong relationships between expenditure and effort. Yet Chart 1 reveals a marked difference for these same points in time. At the beginning of the period an extremely high proportion of expenditures was required to produce relatively little faculty service; by the end of the study period the proportion of faculty service was higher than the proportion of expenditures required to produce it! Thus the graphic depiction of the relationship suggests the second dimension of spending wisely in terms of faculty service: buying more service with less dollars. It further suggests that universities are now using other rewards as incentives to stimulate faculty public service activities.

Finding 8: Within a state system, the variation among its urban universities in levels of faculty public service is highly notable on both dimensions of spending wisely.

Table 4 lists the relationship between public service expenditures and faculty efforts on the first dimension.

TABLE 4

Relationship of Public Service Expenditures
to Faculty Public Service Efforts by Urban University

University	Exp/Fac Effort Correlation	Lag-Year Correlation
Wright State (Dayton)	.71	.89
Ohio State (Columbus)	.64	.76
Cleveland State	.54	.76
Cincinnati (Univ. of)	.36	.11
Akron (Univ. of)	.32	-.20
Youngstown St.	.00	-.54
Kent State	-.65	-.14
Toledo (Univ. of)	-.65	.70

It demonstrates that individual urban universities range from very strong guidance of faculty activity through expenditures to no guidance to two universities where the more they spend for public service, the less involved are faculty in delivery.

The lag-year correlations for the universities offer a corollary finding: universities that guide faculty service through earmarked public service dollars benefit by the strong carry-over effect those expenditures have in subsequent years. On the other hand, there is no consistent carry-over effect at universities where expenditures are not a positive guide for faculty public service efforts.

The other dimension of spending wisely is depicted in Table 5.

TABLE 5

Comparison of Percentage of Public Service Expenditures and Percentage of Faculty Public Service Efforts by University

University	Public Service % Expenditure	 % Effort	Eff/Exp Index
Wright State (Dayton)	3	6	2.00
Youngstown St.	2	4	2.00
Cleveland State	2	3	1.50
Akron (Univ. of)	4	5	1.25
Toledo (Univ. of)	4	4	1.00
Kent State	4	3	0.75
Ohio State (Columbus)	11	6	0.55
Cincinnati (Univ. of)	14	6	0.43

Universities are arranged in order of efficiency of public service expenditures; i.e., how much faculty service they received for each unit of expenditure. The distinct nature of each dimension is illustrated through a comparison of Wright State University and Ohio State University. Both show a strong relationship between expenditure and faculty effort, and both maximize that relationship through the lag effect (see Table 4). Both institutions exemplify the ability of universities to closely guide faculty public service activities through expenditures. Both also lead the state system in terms of faculty time devoted to public service (see Table 5). Despite these similarities, however, Wright State spent proportionally only one-fourth as much on public service as did Ohio State, given its cooperative extension service mandates.

Conclusions

In similar environments, urban universities, even those within one state system, vary widely in their ability and/or inclination to mobilize their primary resource, faculty, through allocation for public service. Within this variety, however, patterns emerge on an aggregate level. An understanding of these patterns is essential to the ability of universities to move in conscious and desired public service directions.

Despite the constant lip service in higher education about the importance of external constituencies and the need for universities to be involved in the community outside their walls, actual expenditure patterns for public service are small and rather cyclical, with a five-year life expectancy. Interestingly, in the face of a declining percentage of dollars earmarked for public service in the 1980s, faculty public service activities continue to grow.

The findings suggest that university funds being channeled into public service, although declining as a proportion of total expenditures, can be used wisely to stimulate faculty public service activity. Especially in those universities which carefully select their allocations, public service expenditures can create a long-term effect on faculty activity which reaches beyond the actual fiscal year. Thus without increased spending, urban universities may spend smarter in terms of obtaining faculty participation in public service activities.

AN EXAMINATION OF FACULTY STAFFING FOR SERVICE: THE UNIVERSITY OF GEORGIA EXPERIENCE

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The University of Georgia has a unique and extensive service program. The University's commitment to public service is reflected not only in the allocation of budget resources but also structurally through the Office of the Vice-President for Services. For fiscal year 1985-86, $66.5 million were allocated for public service and extension at the University. Of that amount, $40.9 million was allocated to the Cooperative Extension Service and $25.5 million was allocated for other public service functions. Of the $66.5 million, $38.9 represents state appropriated funds.

Structured public service activity can be found in virtually every school and college of the University. In addition, there are several service units not affiliated with academic departments which operate as free standing organization units with a mission to respond to a particular client group or subject area. These units report directly to the Vice-President for Services and include such activities as the State Botanical Garden, Carl Vinson Institute of Government, the Georgia Centre for Continuing Education, and the Institute of Community and Area Development.

These units are not involved in the teaching mission of the University. While individual faculty may hold teaching appointments, the organization mission involves research, technical assistance, and consultation. Thus, the Vice-President for Services works within an administrative structure that requires considerable cross-over with various academic entities as well as direct line responsibility for certain institutes and centres.

The Public Service Mission

It is generally held on the University campus that the public service program has a two-fold mission. The first is as a source of positive public relations for the University to its relevant constituencies. Since so much of the service program is funded through state appropriations, service units are able to render technical assistance, consulting and policy analysis to its various constituencies at no cost or at a highly subsidized rate. Consequently, there is a general expectation and acceptance throughout the state that the University will make resources available when problems arise.

Evidence of this can be seen in the fact that the Carl Vinson Institute of Government provides continuing reapportionment services to the Georgia General Assembly. Permanent staff have been employed for this function since the late 1960s. In addition, the Institute of Government provides staff assistance to the General Assembly under the terms of a continuing contract. The Legislative Services Program of the Institute of Government does not attempt to recover costs for services rendered by its full time faculty. Further examples include the Institute of Community and Area Development having a close relationship with the Georgia Department of Community Affairs providing technical assistance and research at no charge in matters related to community development, growth management, and economic development.

This extensive service program serves to make the University of Georgia highly visible among members of the General Assembly and the Executive Branch. It is not uncommon, for example, for interim study committees of the legislature to name a service unit of the University as staff to that study. Such visibility and credibility serve as a positive basis for support from the General Assembly for the University budget and for new initiatives of the University.

The second mission of the service program involves the ability to link research units of the University to real world laboratories. Consequently, service units have available the full resources of the University to apply to problems of concern among its constituency. Service units very often engage academic faculty on a release time basis. These faculty will frequently use their public service contract to support their own research. For example, the Small Business Development Centre has created a system for new business incubation as a means of supporting faculty research. However, when academic faculty are employed, the cost of release time or extra compensation is charged back to the contracting agency.

The Institute of Community and Area Development

Within this highly visible and at times organizationally complex service activity, we have the Institute of Community and Area Development. It is a testament to the kind of flexibility present at the University to render public service. The Institute of Community and Area Development (ICAD) was created in 1961 and had as its mission promoting community development, economic development, and growth management among Georgia's cities and counties. ICAD from its beginning has had a staffing structure which is distinctive from all other service units. ICAD employs an interdisciplinary staffing model that in many ways parallels the old HUD 701 Planning Requirements. The strategy was to employ an interdisciplinary faculty so as to have the capacity to respond to a wide range of community development problems. The present ICAD faculty of 22, for example, reflects 116 different academic disciplines ranging from public administration to landscape architecture.

In order to provide a direct linkage with academic units and expertise, ICAD employs a joint-staffing model. Under the terms of a joint-staffing model, individual faculty are home based in an academic department having academic rank and tenure track. A portion of their time is allocated to ICAD with clear service and research responsibilities. Joint-staffed faculty are twelve month appointees and their joint-staffing assignments presently ranges from 15% to 67% in the academic department.

In addition, ICAD has a limited number of full time faculty. This full time faculty is composed of individuals with academic appointments as well as public service rank appointments. This complex staffing pattern for ICAD involves individuals with three distinct staffing arrangements. First, joint-staffed faculty with academic departments; second, full time faculty with academic rank and tenure; third, public service faculty. For the most part, the full time faculty with academic rank are individuals who have been with the University for some time, previously held joint appointments in an academic department where they earned rank and tenure, but have been reassigned full time to ICAD. Presently, academic rank can be given to new faculty only if they are joint-staffed with academic units.

Public Service Rank

In order to accommodate staffing for those units which fall directly under the Vice-President for Services and do not have an organizational linkage to research or academic units, the University has created public service rank. Public service rank is intended to parallel the traditional academic rank. Their titles include public service representative which corresponds to the instructor level, public service assistant which corresponds to the assistant professor level, public service associate which corresponds to the associate professor level, and senior public service associate which corresponds to full professor level.

The University Handbook provides that criteria for promotion to public service rank be parallel to the criteria for promotion to academic rank. However, greater emphasis is placed upon the service responsibilities of individual faculty. Teaching is usually not required of public service faculty and, therefore, is not a significant criteria. The major deviation of public service faculty from academic ranks is the absence of tenure. They are, however, employed on a twelve month basis. The twelve month contract for public service faculty covers the fiscal year from July 1 to June 30. Faculty are apprised of renewal some nine months in advance of the beginning of the fiscal year. Thus, the public service contract provides some protection in that individuals, when notified of non-renewal, are given a nine-month lead time. The fact that the lead time corresponds with the academic year of the University should allow them to enter the job market during the period of heavy recruiting for academic appointments.

Within the public service rank an informal deviation from academic ranks is also practiced. In general, public service ranks do not require a terminal degree or appointment. In practice, individuals without a terminal degree are generally hired at the representative or assistant level. This practice was deemed appropriate in some of the larger units whose primary mission is training and technical assistance. The Georgia Centre for Continuing Education and The Carl Vinson Institute of Government are two examples where this practice is followed. As a general rule, these entities recruit on the basis of acquiring skills with a decided practitioner orientation. The Carl Vinson Institute of Government, for example, generally has as criteria for recruiting experience with state or local government. In some instances prior experience would outweigh presence of a terminal degree. Whether this strategy has long-term consequences for credibility within the University is a matter for conjecture. Reason would dictate, however, that having large numbers of faculty in public service units who do not hold credentials similar to those found among academic units would create problems of credibility and, in the extreme, create a kind of second class faculty rank.

To date there has been no manifest criticism from among the academic community of this staffing pattern. This tacit acceptance is likely attributable to the fact that the service program enjoys a sound reputation and provides considerable research opportunity for academic units and faculty.

Joint Staff Academic Rank

The staffing pattern of ICAD certainly creates an administrative challenge as it relates to recruiting, retention and reward of faculty performance. It requires that the director of ICAD have close relationships with a number of academic departments with respect to joint-staff academic faculty. It is necessary that an annual work program be negotiated for those individuals between ICAD and their department or school. Because the University is on a quarter system, the matter is greatly facilitated. For example, for faculty that have a one-half time appointment with ICAD, an attempt is made through memorandum of agreement to limit their academic responsibilities to two quarters leaving them two quarters for service. Because these faculty have requirements for research and publishing, an attempt is made to allocate the EFT on the basis of one-third teaching, one-third service, and one-third research. The one-third teaching is, of course, the full responsibility of the academic department; the one-third service is the full responsibility of ICAD; and the one-third research is split equally between the two units. This approach carries with it several challenges. Foremost, of course, is the ability to successfully negotiate a work program for the individual that responds to the departmental needs, to ICAD's needs, and to the individual's needs. There is a common tendency for ICAD to demand 110% of the individual and for the academic department to do the same.

In the past, ICAD has experienced two kinds of difficulty with this staffing arrangement. First, there is a tendency for academic departments to seek joint-staffing of individuals who no longer maintain the desired levels of productivity. The rationale is quite simple, although inappropriate. The assumption is that if an individual cannot maintain research requirements, but is tenured, service is deemed an appropriate way to deal with a staff problem internal to the department. From the perspective of the department, having a service unit pick up generally non-productive faculty is an effective strategy for maximizing use of resources. For the service unit, however, it is generally true that failed academics ultimately prove to be failed service personnel.

It should be pointed out that rendering service from a university base is vastly different than rendering service from the consultants' perspective. The only comparative advantage of a university is its ability to generate quality research. The only comparative advantage of a service program within a major university is the ability to disseminate that research. Therefore, service faculty must subscribe to academic norms and demonstrate a skill level for teaching and research as well as service. Since all joint-staffing positions with academic departments are negotiated agreements, the ICAD director has the general authority to sever joint-staff relationships and reprogram those monies. In theory, the joint-staffed positions are not considered permanent and are subject to periodic evaluation. To the extent that such evaluation is conducted the probabilities of ICAD joint-staffing fully qualified faculty from academic departments is vastly increased.

Thus, ICAD must not only act in a way to insure that quality faculty are joint-staffed, ICAD must also work closely with the academic departments to assure that the work load is assigned in such a way that the individual has time to address their teaching, research, and service mission. Again, there has been a tendency in the past for joint-staffed faculty to have their department assignment fully devoted to teaching. Such a practice, of course, leaves no release time for research. Research time must come, therefore, at the expense of the individual or the ICAD work program.

It is not hard to conclude that such a complex joint-staffing arrangement could place great burden on the individual faculty member. Since the ICAD work program requires a physical presence in communities throughout the state, ICAD faculty must be free to travel for extended periods of time. Such extensive travel is not conducive to supporting a research agenda and places great stress on teaching availability. Again, because the University of Georgia has a quarter system an attempt is made to concentrate joint-staffed faculty teaching time in two successive quarters. This leaves two quarters free of teaching responsibility and makes the individual more available to the work demands of ICAD. As a general rule this practice is followed with joint-staffed faculty. Of course, a great deal of flexibility is required and the allocation of faculty time becomes by necessity a highly fluid process.

Recruiting and Retention

One key question which arises is the problem of recruiting and retention. With respect to recruiting, ICAD has a distinct advantage in that it may offer twelve-month appointments. Academic departments are generally restricted to nine-month appointments except for those individuals joint-staffed with service units. When recruiting, attention is of course directed to seeking faculty which have the potential to earn promotion and tenure. The assumption that an academic department and a service unit could find an individual equally attractive to both is indeed bold. The strategy is to establish recruiting committees which are made up of faculty from the affected academic department as well as faculty from ICAD. The successful candidate is required, however, to receive two affirmative votes; one from the department faculty and one from the ICAD faculty. Other than attention to communication, there is no established protocol which guarantees the success of recruiting acceptable joint-staffed faculty.

Beyond the acceptability factor, there is the need to convince faculty, in most cases individuals hired at the assistant level, of the benefits of a service assignment. Obviously, the increased pay from nine to twelve months is attractive, but the demand on the individuals time and attention may in fact outweigh the increased monetary benefit. It should be kept in mind that the University of Georgia considers itself a major research institution, and its primary criteria for employment and retention is the ability of the individual to engage a program of relevant research.

Among some members of the university community, service assignments are viewed negatively. An individual who accepts a service appointment may be considered by some to not be seriously committed to the traditional teaching and research mission of the University. Most faculty recruits are unfamiliar with the extensive public service program of the University and generally have not considered joint-staffed employment as an option for their job search strategy. Such factors make recruiting somewhat more difficult.

Advertisements in such traditional sources as The Chronicle of Higher Education do not always produce the desired results. It is, as one might imagine, extremely difficult to write a job announcement which clearly states the joint-staff mission and responsibility. Since such advertising does not produce large numbers of applicants when recruiting for a joint-staffed position, it is necessary to seek nominations. Depending upon the discipline involved, departments from other universities are solicited regarding the availability of new graduates. This process is fairly effective in increasing the applicant pool. Through the interview process, the applicant is carefully screened in terms of his or her academic and service potential. Also, in a fairly short amount of time, the candidate must be acquainted with the unique service responsibilities found at the University of Georgia.

The next major issue is that of retention and the success rate for promotion and tenure. Over the past ten years, ICAD's ability to retain, promote and tenure faculty has met with somewhat mixed results. Of the eight tenured faculty presently on ICAD's staff, only two have been tenured within the last five years. Within that same time period, three ICAD faculty have been denied tenure largely on the basis of a negative vote from their academic department. The University's criteria for promotion requires that faculty excel in two of the three missions of the University, teaching, research and service. In practice, the requirement is a bit more stringent in that faculty without a demonstrated competency in research are rarely if ever tenured. It would, therefore, be highly problematic for an individual to seek tenure and promotion solely on the strength of their teaching and service performance.

Because ICAD is a service unit, it does not have a formal responsibility to vote on the tenure and promotion of its joint-staffed academic faculty. Past practice has simply involved the submittal of a letter from the director of ICAD as part of the candidate's promotion dossier indicating the extent to which his or her service responsibility performance has been satisfactory. In the absence of a corresponding faculty vote from among ICAD faculty, a great deal of power is vested in the director; such power, of course, is not consistent with traditional academic norms. To correct this problem, ICAD has administratively established a promotion policy process which mirrors that of the academic community. Now joint-staffed faculty seeking promotion and/or tenure will have their dossier and work program reviewed by the ICAD faculty and the ICAD faculty will in turn make a recommendation to the director. This recommendation is advisory only since the policy is not a formal process of the University promotion procedure. Thus, a candidate for promotion or tenure would be required to submit their dossier to two separate faculty votes; one in their department and one in ICAD. In the coming year, two ICAD joint-staffed faculty will be seeking promotion using this revised procedure.

In addition, ICAD has instituted a policy where the progress of junior faculty is reviewed and evaluated on an annual basis as a way to assess progress towards tenure and promotion. Such a practice is, of course, generally followed in academic units and it seems appropriate, therefore, that ICAD follow the same procedure. Such reviews, when completed, are discussed between the individual, the ICAD director, and the head of their academic department.

One advantage of this process is that joint-staffed faculty have their service contribution evaluated by their peers within service programs. Such an evaluation process serves to diminish the controversy common to academe that faculty are not appropriately rewarded for service. The special set of joint-staffed faculty have service responsibilities, however, which are quite different than that commonly found among university communities. While service to the academic community is often cited as fulfillment of the service responsibilities among the full-time academics, it is not weighted heavily by service units such as ICAD. It is not unreasonable to conclude that the definition of what constitutes service is traditional to academic units and more specific as applied to service units. A faculty member who is able to present a positive program of service along with competency in publishing stands a very good chance of meriting tenure at this University.

Public service faculty have a parallel promotion system that is largely based upon peer review within service units. Since tenure is not granted public service faculty, the criteria, for promotion are weighted heavily, if not almost totally, in favour of their service program. ICAD's public service faculty have yet to be denied promotion within public service rank. This contrasts quite sharply with the success rate of its joint-staffed academic faculty.

A Survey of Faculty Attitudes

It takes no great insight to conclude that there may appear to be two classes of faculty within ICAD, those who are joint-staffed with academic departments and the public service faculty. Within the same administrative structure, ICAD has faculty equally qualified, part of whom are granted tenure by virtue of their affiliation with an academic department and part of whom are not eligible for tenure. A two-class system of faculty, of course, holds the potential of presenting serious problems with respect to morale and retention. Addressing the issue is not simple, although some steps have been taken within the last year to hold all faculty of ICAD accountable in the same way. Consequently, ICAD public service faculty also carry a research requirement. Because their work and service is full-time, they are not expected to perform at the same level at the same rate as their academic colleagues, but they are expected to demonstrate a consistent program of research.

Attempts are also being made to seek an academic home base for all ICAD faculty. This will be a time consuming and somewhat lengthy process. Basically, the revised ICAD staffing model is to seek an academic home for its faculty based upon a .15 or .25 EFT in the academic department. This small EFT would make them eligible for tenure and promotion within the department, would make the bulk of their time available to the service program of ICAD, but would provide sufficient time with the academic department to build a relationship. With such low department assignments the faculty are generally required to teach one or two courses a year and assist the department with appropriate committee and graduate student work.

As a test of the extent to which the two-class system may exist, a survey was conducted of ICAD faculty and faculty from the Institute of Government at the University. The Institute of Government faculty all hold public service rank and were, therefore, considered a control group for the ICAD analysis. The questions in the survey, as well as their mean responses, are shown in Table 1. The questions were designed to assess the extent to which service faculty considered themselves different than academic faculty and the extent to which they ascribe to norms normally associated with academic faculty.

For the most part responses among the three groups are quite similar. There is general agreement that the public service role requires more effort than the traditional teaching and research role. Interestingly, among public service faculty in ICAD and the Institute of Government, there is a general agreement that all faculty should hold academic rank and tenure. Respondents also are in agreement that the administration does not fully understand the role of the public service faculty. The highest level of agreement is exhibited by the ICAD academic faculty. Strong agreement is also expressed to the effect that public service faculty are not as highly regarded as teaching and research faculty on campus. And finally, strong sentiment is expressed that few people on campus are aware of what public service faculty do. While

TABLE 1

Survey Questions and Responses

	Mean Response		
	Strongly Agree 6		Strongly Disagree 1
	ICAD Academic	ICAD Service	IOG
On balance a service role requires more effort than the traditional research and teaching role.	4.1	4	3.9
Any professional or faculty member in this unit who wants to publish in refereed journals does not properly understand our mission.	2	2.1	1.3
The central administration of this university does not really understand the role of public service faculty.	4	3	3.7
The work of faculty in my unit is regarded as highly in the university as the work of the academic faculty.	2.8	3.1	2.3
Public Service faculty who wish to maintain their academic credentials must do so largely on their own time.	3.5	2.4	3.2
All public service faculty should hold academic rank and tenure.	4.1	4.1	4.4
On this campus, public service faculty are not as highly regarded as teaching and research faculty.	5	4.6	5.1
A career in public service requires a different orientation than a career in university teaching and research.	4.7	5.3	5.1
Very few people on this campus are aware of what public service faculty do.	5	4.5	4.9

one must be careful about reading too much into these data, it is fairly obvious that while there are no meaningful differences between ICAD academic and service faculty or Institute of Government service faculty, public service faculty in general see themselves as different. For someone who is charged with administrative responsibilities the fact that all three groups expressed opinion that their role and mission is not well understood within the academic community is a matter of some concern.

Such finding is not surprising since public service faculty at the University of Georgia hold appointments and work responsibilities which are clearly different from traditional academic norms. In one sense they have a clear advantage of being rewarded in an unambiguous fashion for their public service work. They also enjoy twelve month appointments and are freed of the search for summer money or grant support. Because of the resource base of ICAD, their research and related professional activities are supported at higher levels than their colleagues in academic departments. For example, the travel budget of ICAD is sufficient to provide for full reimbursement to faculty attending professional meetings. Similarly, ICAD secretarial and computer support is funded at higher levels than is commonly found among academic departments.

Given the relatively rich resource base of public service units, there is a tendency for the service program and the programs of research and teaching to operate independent of one another. This separateness, in part reflected by the administrative structure of the University through separate vice-presidential offices of research, academic affairs and service, may work against developing perceptions on the part of service faculty of not being understood or fully accepted by their academic colleagues.

Evidence of negative consequences of such attitudes are not very clear. For example, the resource base of the service program has expanded or contracted over the past several years in patterns similar to the teaching and research units on campus. While the resources of the service program have not been expanded in the past decade, neither have they contracted. Within the Institute of Community and Area Development, there has been remarkably low turn-over of faculty in the past decade. Where turn-over has occurred has generally been the consequence of tenure denial, or anticipated tenure denial rather than dissatisfaction with the service assignment. A brief review of personnel records in the other service units indicates similar patterns of relatively high levels of retention and longevity.

Conclusions

Clearly, the University of Georgia has made a serious commitment to university public service. It has through its administrative structure and resource allocation decisions attempted to overcome many of the problems and issues associated with rendering public service from a university base. In the process, it has been highly successful in generating the expectation among relevant constituencies in Georgia that the University can and will provide assistance on a request basis. It enjoys high levels of credibility within the Georgia General Assembly and among decision makers in state and local government. Whether one agrees with the objective or not, the service program is clearly a source of positive public relations for the university.

The success of the service program and its unique structure for organizing for public service does burden both faculty and administrators. It should be fairly obvious that it takes a special kind of faculty to maintain the standards for retention and promotion inherent in a major research university while also rendering an aggressive program of public service. For administrators, it requires considerable negotiation and communication skill. Being attentive to the needs of faculty for time and resources necessary to engage a research program sufficient to merit tenure and promotion while at the same time demanding a service work program is a task for which there are no readily apparent models.

At the University of Georgia the service program works and has worked for twenty-five years of aggressive resource commitment in large measure because service at the University is supported at the system level by the Board of Regents, who have a Vice-Chancellor for Public Service, and by the understanding and commitment of the University administration. If the service program at the University is at all tenuous it is because so much depends upon the understanding and commitment to public service on the part of the President of the University. Obviously, pubic service takes resources that might be used for teaching and research. For a university president to support public service in a meaningful way requires a long-term view and a genuine commitment to the three-fold mission of the University of teaching, research, and service.

RESEARCH AND DEVELOPMENT AND THE ROLE OF THE URBAN UNIVERSITY IN STRATEGIC ECONOMIC DEVELOPMENT PLANNING

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Introduction

Only recently have academic institutions recognized that they can play a significant role in regional and national economic development; that is, in the direct fostering of economic growth and business activity. Those institutions which were successful in this undertaking forged close partnerships with the business community to develop new technology as well as to provide employee training and management development and re-training with the purpose of enhancing manufacturing productivity.

The partnership requires the not-so-easy fusion of two cultures-one business, the other academic. It will be the role of management to ensure that the essential elements of both cultures fit into a framework of mutual cooperation and support directed toward technology development.

Industry has also begun to realize that its "edge in competition" is being lost because of decreased quality and high costs of production as well as because of a protracted turn-around time for product development. Furthermore, it has been recognized that not being at the leading edge of competition results in the loss of jobs.

There are several reasons for the partnership, including: the dis-investment of business in new technology development and capital equipment; a cutback in human resources, particularly technical personnel; and the need on the part of universities to seek alternative avenues of funds for future growth.

Economic Development

For the purposes of our discussion, economic development is an umbrella term encompassing those policies, procedures and tactics necessary for job creation, job retention, new business development, and community image enhancement.

The essentials of economic development will include:

- Industrial development
- Commercial development
- Community development
- Research and development.

a) Industrial Development

- Identification of future potential growth opportunities within a given geographical region, such as plastics, biotechnology and telecommunications.

- Also, strategies to sustain existing manufacturing baseline industries. Shift from manufacturing to service oriented industries may not imply loss of manufactured product volume, but, through efficiencies, a loss of jobs. The anticipated result is a more competitive industry because of a lower cost of doing business.

b) Commercial Development

- Retail and service oriented enterprises must be developed to be strategically consistent with the culture of the community. For example, the Detroit Renaissance Centre struggled because the retail establishments were geared for a "New York" market and not for the Detroit market.

- For those communities with a harbour, the strategic approach for economic revitalization would envision a synergy between downtown business activity and portside commercial dynamics.

c) Community Development

- Image enhancement of a community will be influenced by the exploitation of ethnic diversity through housing patterns and the development of local ethnic businesses.

- Appropriate strategies can be employed to ensure a preservation of old neighbourhoods while new housing patterns develop. Community development represents the most difficult of the economic development categories to measure because of the qualitative nature of its measurement, i.e., image.

d) Research and Development

- This represents the one area which has never been included within the rubric of economic development. It has only been in the last few years that academic communities and industrial research laboratories have directed their attention in partnership to develop applied technology needed by small, medium, and large manufacturing businesses such that they can become more competitive.
- The State of Ohio, through the Thomas Edison Program, has encouraged academic-industrial partnerships to develop new technology to be used by industrial enterprises to enhance regional economic vitality.
- The University of Toledo, through its leadership with regional business, will be a member of the governing board of a "stand alone" corporation for the purpose of stimulating economic revitalization of Northwest Ohio. This corporation is funded through the Thomas Edison program and matching funds by the participating companies.
- Not only will new technology be developed and applied to existing manufacturing businesses, but genuine technology developed out of core research may lead to the creation of new regional business enterprises.
- Furthermore, technology transfer will be enhanced by highly sophisticated training programs at the Community and Technical College of the University of Toledo, Owens Technical College, and at other two-year colleges in the region. These programs will provide management and employees training and development necessary for application to the automated manufacturing environment.

Technology Transfer

Although the four-year and post four-year colleges and universities have worked closely with industry in the development of manufacturing technology innovations, the capacity to "transfer" technology more appropriately resides in the two-year colleges which have traditionally been more effective in gauging the "pulse" of industry's specific needs, and providing high levels of skills training.

Only with the advent of new manufacturing technology and its appropriate application has industry been able to regroup strategically to meet the challenges of international competition. New or current employees in a company must be trained in the use of this technology, and many companies have initiated in-house training programs to deal with this. However, many of these programs, being very narrow and too proprietary in nature, lead to a work force that is too "inflexible" to deal with the rapid changes in technology. In addition, many small firms have no training staff and therefore have little or no in-house training.

Higher education has not realized its full potential to contribute to the development of a newly trained and retrained work force. Too often, theoretical concepts have dominated academic approaches, with only oblique references to practical applications. Often, faculty have not been within the business environment for some time, and some have never had practical business experience.

The product development cycle culminates in the "issuance" of technology to the client industrial corporation. Normally there is a period of employee and management training and development associated with the application of this technology in the manufacturing environment.

An effective "technology transfer" mechanism can be illustrated by a community and technical college and its applications or hands-on philosophy of technical vocational education. The University of Toledo has, as one of its eight colleges, a community and technical component whose faculty can work closely with the Colleges of Engineering and Business as well as with the R&D corporation to ensure that the training aspects of technology applications are "designed in" during the early phases of technology development.

This role for two-year colleges could be a model for their regional and national affiliations with technology corporations or with major universities dedicated to research and development functions.

Strategic Economic Development Planning

The basis for the formulation of a strategic plan relative to economic development rests on a "position audit" of the region; that is, the heartland business, regional economic strengths and weaknesses, financial, natural and human resources, and academic institutional profiles.

The long range regional growth and business diversification objectives should be established by a regional advisory committee comprised of Northwest Ohio economic development coordinators, who will represent local and county interests. This committee will also be the focal point for the channeling and structuring of regional economic issues. The University of Toledo will play an important role in the formulation and implementation of the economic development plan by:

- providing a research and development input through the stand-alone corporation to effect productivity enhancements needed for the automated environment
- developing technology transfer specifications for regional businesses under contract to the corporation to ensure that the appropriate training and developmental activities are conducted
- offering undergraduate and graduate level managerial, general business and engineering courses (credit and non-credit) to assist business in the management of:
    i) change
    ii) growth
    iii) diversity
    iv) technology
    v) resources
- providing the entrepreneurial impetus and physical facilities for start-up businesses (incubators) arising from new technology developments
- conducting market surveys, technology assessments, and economic projections to support the planning process.

Conclusion

There is a definite role for the university to play within the context of strategic economic development planning. State and local government, the private sector, and the academic community can form an effective "triad" in the formulation and implementation of economic development.

The university has had a traditional image as being an institution for long-term exploratory research without immediate application. Today, with declining university enrollments and less dollars available for industrial R&D, the partnership between the academic and the industrial has become more apparent, whereby the university shapes technology strategy more toward near-term applications and the industrial sector transfers the technology being issued into the manufacturing environment for the purpose of enhanced competitive capability. The most successful approaches to economic development have fostered a strategic linkage among individual, commercial and community development and research and development. Uncoordinated attempts at economic development planning will lead to disjointed implementation strategies resulting in a lack of regional economic vitality. It should be a goal of economic development coordinators to ensure that the academic components play a key role in industrial and economic revitalization.

THE ROLE OF THE UNIVERSITY PRESIDENT IN REGIONAL ECONOMIC DEVELOPMENT

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Introduction

There is a story told of two men involved in a bitter dispute. They took their dispute to a wise man for resolution. The first man made his case clearly and with conviction. After some thought the wise man said "You are right." The second man made his case with equal clarity and conviction. Again after some thought the wise man stated "You are right." The wise man's wife was standing nearby and heard the whole thing. "How can you say that both men are right when they are stating opposite cases?" she asked. To which the wise man replied "You know, you are also right."

For over three centuries American Universities have evolved in response to a broad array of demands (some contradictory but all "right") to become huge enterprises, engaged in a vast array of activities, playing important roles in almost every segment of society's development. One such demand and role involves economic development.

Universities have always been involved with economic development through state and/or federally funded programs and through a number of other activities commonly grouped under the general heading of public service. At this time, however, the pressure for university involvement in economic development has become extremely high. At the recently celebrated 350th birthday party conference at Harvard University, Steven Miller president of Johns Hopkins University suggested:

> that with the changing world market place there has been a 'remobilization' of the American university reminiscent of what occurred for military purposes in World War II. 'We have been enlisted in a warlike struggle to compete economically' he said.1

The question of the University's role in this "warlike struggle" is the subject of much debate and discussion. On the one hand there are those (mostly public officials and business people) who argue that the University should play a very direct role in economic development. On the other hand there are academicians and university leaders who believe strongly that the University should not get deeply enmeshed in economic development activities else it will lose its unique place in American society. Standing between these two positions is the university president who must lead and guide through the myriad issues of institutional involvement in economic development.

The University's Involvement: Some Issues

There is a great deal of uncertainty in the United States with respect to the strength of the economy. Many people may feel better off financially now than they did five years ago but the very serious problems of agriculture, manufacturing, deteriorating cities and rural communities, and the persistently large numbers of un- and under-employed people attest to the fact that all is not well with the economic engine of America.

The magic healing words these days are "economic development" and any politician in or out of public office who doesn't sprinkle his/her speeches liberally with "we need increased economic development," just is not going to succeed.

A number of plans and strategies have been proposed, perhaps the most challenging of which is that universities (especially those that are publicly supported) get more actively involved with regional economic development. This challenge holds equally for the urban universities as it does for those located in the rural, less populated regions of the nation. The commonality is found in the request for a commitment to help in the geographic area of their location and in the limited capabilities universities have for providing such help.

To be sure many universities have sent countless experts in various facets of economic development to assist less developed countries and they can show evidence of some successes. So why cannot they do the same in their own region? The answers are complex and varied.

First of all, most regions in the United States are not the same as those in less developed countries and they require substantially different approaches to assistance. Strategies which work in less developed countries will not work in American communities and certainly faculty who can perform successfully in less developed countries may be ill-suited to offer service in their own university region.

Second, and probably more important, is the apparent incompatibility between the university's perceived intrinsic mission (research and teaching) and the publicly expected extrinsic mission (service which provides direct benefits to persons or organizations outside the academic community). What sustains this incompatibility is that university faculty are employed primarily for their skills to achieve the intrinsic mission. There is very little hiring of faculty whose primary skills involve direct service to the region. Where there is, these faculty are called upon to be practitioners of the highest order during their working hours and scholars of national renown at promotion and tenure time. On judgement day "service to region" falls quickly and finally to "publish or perish." This serious dilemma is not easily resolved and is partly one of the major factors limiting faculty involvement in regional economic development. In some universities the faculty reward structure is being changed to recognize faculty engagement in service. But these will not be effective over the long haul until the university as an institution defines openly, honestly and effectively what its service role will be and particularly, the manner in which it will participate in regional economic development.

In defining its service role, there are at least two pitfalls the university must avoid:

1) Involvement in regional economic development activities must be more than a public relations act for improving the university's image and for securing greater support from local legislators. This type of involvement leads as it must, to a knee-jerk response to every request for assistance and

worse, to seeking or accepting grant-money for quick fix solutions. More harm than good is done because the university has allowed itself to be easily manipulated into performing scattered, random, short run activities which sound good but show little or no lasting results. After a while these activities are recognized for what they are, more motion than substance, and participating faculty become disillusioned and turn away. Communities get "high" on expectations and then crash on meager results. Under these conditions the institution does serious damage to its credibility.

2) The university must never get into a situation wherein a region shifts direct responsibility for regional economic development to the university. This can easily happen when economic development funds are dangled seductively in front of university officials or when over-zealous university officials grab hold of regional economic development as their vehicle for local immortality and pledge the university "at long last to build a strong economy for the people of this region." This approach lays land mines easily exploded with every unrealized expectation. University-operated business incubators present a case in point. An expectation is built up for these incubators to produce new jobs and new businesses. Yet where the region generally is inhospitable to change and to innovation, and where needed capital is not available, there is very little that can come from these incubators. The university is then perceived as having failed in its efforts.

How then should a university get involved with regional economic development? The specific answer has to be unique to each institution based upon idiosyncratic considerations. There are, however, certain basic factors common in all cases which need to be fully understood by the university and the economic region it serves.

1) Every operating university is an important contributor to the economy of its region. It therefore has an obligation to see to its own economic health. A university is a major industry which spends money on supplies, equipment and buildings. It employs large numbers of people whose spendable incomes fuel a local economy. It sponsors athletic, social and cultural events which attract visitors from outside the area to spend money inside the area. Its personnel have school age children who by their attendance in the

public schools draw millions in state aid dollars which pay employees who work in these schools.

The presence of Southern Illinois University at Carbondale (SIUC), for example, generates annual direct expenditures from all sources of over $163 million and annual indirect expenditures of $465 million. Approximately 95% of these expenditures are made in a four-county area with a combined population of just under 160,000 people and a 1984 average unemployment rate of 14%. SIUC's economic impact on its regions, to say the least, is enormous. Most universities have similar impact.

Perhaps the only really important economic development activity the university has under its control is its own growth and development. Increasing student enrollment, enlarging the size of faculty and staff, spending more dollars to purchase goods and services in the local region, attracting grant funds and doing more to increase visitors to the region, can have positive effects on the local economy.

2) The university is able to generate information which is useful to planners for economic development. It is quite appalling how in too many instances, community decisions are made without any idea of the basic facts needed to make these decisions. The recent hot pursuit by several regions of the proposed General Motors Saturn car plant is a case in point. Lack of transportation arteries, lack of adequate water resources, lack of trained manpower did not prevent whole hosts of municipalities from devoting countless hours preparing meaningless documents and then spending time, energy, and money in vain attempts to woo G.M. decision makers. Universities are uniquely staffed to do the studies, compile and analyze the basic data, and disseminate these data in a variety of meaningful forms. Using this data base the university should work with decision makers to help them see and understand what is possible.

3) The university can help in preparing the manpower needed for economic development. The presence of a university can be helpful in attracting certain industries because of the university's capacity for training skilled workers. This is effective, however, in places where the university already trains people who are needed or is willing to tool up to train people to meet a potential need. This latter situation requires careful and realistic

consideration by university officials. Responding for example, to a need for training widget-makers, needed as they might be, may not be integral to the university's mission. In this case the university might assist in locating or encouraging another post-secondary institution to help. The university is not the only institution to provide direct help in training and must resist such notions. It can and should help to find such other institutions as are necessary to get the job done.

4) A university's presence is a solid attraction for professionals in the service industries and in the cultural arts. The quality of life in a community is improved tremendously by the mix of professionals, some of whom provide a variety of services (doctor's, nurses, lawyers) while others (artists, writers, performers) enrich the cultural life of a community. Attracting such professionals is not automatic however. Communities must work at encouraging these professionals to locate in the area and universities must be flexible enough to encourage them to participate in the academic world should they desire. The economic "bottom line" is that these professionals help to create job opportunities and put dollars into the economy of the region.

5) Universities can develop ad hoc arrangements to assist entrepreneurs to explore innovative ventures. A business incubator managed by private or community based groups can be the medium whereby entrepreneurs and appropriate faculty can come together in temporary systems for exploring and developing innovative ideas. Where the business incubator is not an integral part of the university, the university does not get locked into fixed responsibilities to make the incubator work. The university is free to participate according to its capabilities and its commitment. Faculty can freely move in and out of the incubator environment and know that they are assisting where they are needed according to their talents and interests.

Demands are increasing for universities to get involved in regional economic development. While they should respond affirmatively to these demands, universities must be careful not to overextend their finite human and capital resources beyond what is reasonable and possible. To do otherwise is to seriously weaken the university's special mission in American society. The over-all mission and priorities of the university must always guide its path.

Participation by the university in regional economic development can be productive, exciting, stimulating and satisfying provided the university does so according to a rational planning process. Emotional commitments and heroic but ill-conceived notions which promote short run motion can only be destructive. The better part of wisdom and experience encourages the university to plan for an active role in regional economic development, but caution that it play this role consistent with its mission and capabilities.

The President's Role

It is incumbent upon the president of the university to develop and actively participate in, a process which leads to clearly enunciated principles to guide the university's role in regional economic development. These principles must be prefaced by the university's willing acceptance of the challenge of its location, be it in the heart of the city or in the middle of a rural expanse. These principles must be integral to the vision of what the university means and can mean to its immediate community. They must clearly and unequivocally spell out what the university can and cannot do and they must be communicated in such a way as all will understand.

Why Get Involved? The university president occupies an important perceived leadership position in the region and there are expectations for the president to be a visible, active participant in major economic development activities. Among the primary reasons for the president's involvement are these:

> a) Importance of regional economic development to the survival and/or development of the university. For most universities there is no question that both the short and long term viability of the local economy will be important to their growth and development.
>
> b) Heads a large corporate entity which is a major contributor to the economy of the area in which the university is located. The university is an important economic development.

c) Commands substantial and unique intellectual resources for putting together an economic development plan and for guiding the implementation process.

d) Is potentially a neutral party who should be able to bring varied groups of leaders together on neutral turf for problem-solving activities.

e) Has key contacts in business and industry and can lead in setting linkages among the university, community and other entities.

f) Has access to potential funding sources for seed and other developmental funds.

What Does The President Do? University presidents engage in a variety of activities to promote the university's role in economic development. Among these activities are:

a) Creates the intra-university organizational structure for involvement in economic development activities and makes clear the university's commitments and responsibilities.

b) Helps to bring together the regional leadership groups to develop a regional operating structure, design plans and define implementation processes.

c) Establishes a monitoring process for assessing action within the university and for evaluating regional economic development activities.

How Does The President Get Involved? There are several ways the president can fulfill his/her role in economic development. Among them are:

a) As convener for appropriate groups
b) As conceptualizer for broad guidelines
c) As catalyst for making the process move
d) As team builder for effective action.

Caveat! State government and private enterprise are two key players in promoting regional economic development. University presidents must approach both with some caution.

1) Increasingly, state governments are utilizing publicly-supported universities to carry out government initiatives in economic development. Often special grants are awarded to state universities to

carry out specific activities designed to stimulate economic development within the university's region. There is nothing inherently wrong with this practice although it poses some difficult dilemmas for the university president to resolve.

On the positive side these special grants enable economic development activity which might otherwise not have been possible. The extra grant funds bolster the over-all university budget, thus increasing the university's contribution to the regional economy. Where the grant funds augment existing university activity, the potential for success is greatly enhanced. Further, helping state government attempt to solve some real problems, improves the university's stature, catching the favourable attention of those who make government policy and allocate funds.

On the negative side, universities are often required to put up a certain amount of "match funds" in order to receive a grant. These "match funds" must come from sources internal to the university, requiring difficult re-allocation decisions. These decisions are made more difficult when the government-initiated activity is not compatible with existing, on-going university programs, requiring the start-up of activities which may or may not be complementary to the university's mission. Finally, government grants specifically awarded to universities for stimulating economic activity within a region, become part of political posturing by one party over another. As a consequence, the university can unwittingly become identified with certain politicians.

2) Private enterprise presents at least two challenges to the university. The first has to do with private business funding university research in areas of interest to those businesses, and the second concerning the involvement of faculty in private business ventures. Both cases present a number of problems most universities are not well prepared to resolve. Among these are title rights to inventions and discoveries, patents, conflict of interest involving faculty and commercial ventures, the need by private enterprise for a certain amount of secrecy, product liability and the like. Presidents must be very wary of the entanglement of universities in commercial

ventures which could compromise academic values and limit research freedom.

Concluding Statement

In the coming years as the economy continues to show signs of weakness, pressure will mount for universities to become more deeply immersed in solving important economic problems. Universities have a role to play in such problem solving, and the university president should be an active participant. In order to maximize successful university participation, the president must, a) avoid offering more than can be given and not take on more responsibility than can be accomplished by the university, b) ensure regional responsibility for economic development efforts, and c) define clearly the parameters of university activity and be certain that the "right" university people are involved. Above all, the president must ensure the university's independence in pursuing it's primary mission.

NOTES

1. Edward B. Fiske, "At 350, the U.S. University is Vast but Unfocused," New York Times, 7 September 1986, 14.

THE ROLE OF A UNIVERSITY IN A PERIPHERAL REGION: THE CASE OF BEN-GURION UNIVERSITY OF THE NEGEV

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Introduction

Many less developed countries (LDC[s]) as well as post industrial societies use universities to further their economic, industrial and societal growth. Israel is no exception. Even before independence institutions of higher education were perceived as part of the national building process by the Zionist movement providing cadres of well educated scientists, engineers, educators, and technicians. After independence in 1948 higher education became a major instrument for economic growth as well as national survival in a hostile environment. While the government invested heavily in primary and secondary education to ensure a more egalitarian society and the absorption of new immigrants, it allocated even more resources to establish new and expand existing institutes of higher learning.[1] Today Israel has seven such institutes: The Technion, The Hebrew University, The Weitzman Institute of Science, Tel Aviv University, Haifa University, Bar Ilan University and Ben Gurion University of The Negev.[2]

Ben Gurion University, however, is in a unique category in higher education in Israel. In establishing the university, the government as well as local proponents saw it primarily as a means to build up a peripheral region whose growth was essential to the future development and security of the nation. A peripheral region is a subsystem which is territorially and socially of low accessibility to centres of decision-making and characterized by limited access to the source of economic and political power. The relationship between centre and periphery is characterized by dominance of the former and dependence of the latter. In effect the university's mission to develop the region was its sole justification in being established in a physically small and economically poor country which had six institutions of higher learning. At the same time, being a university and not just a development institute, gave the new institution traditional academic goals of higher education, professional training, and research as part of the nation's general educational and research efforts.

Over time conflicts ensued between goals favouring the region's development on the one hand and those pursuing national interests and traditional values of higher education on the other. This paper discusses the development of this conflict and ways in which it has been partially resolved. The focus is on the role of a university in a peripheral region, stressing the problems and limitations of assuming this role. Israel's highly centralized and unitary political system and its impact on the university's role in regional development will be discussed. It is clear that the case analyzes problems which many other countries will confront in using universities to develop peripheral areas.

The Region

The university is located in the city of Beersheva in the northern Negev, a region which comprises almost sixty per cent of Israel's pre-1967 territory. Following the War of Independence (1947-1949) the region was sparsely inhabited; there were a few thousand Jewish residents in the city of Beersheva and in a score of Kibbutzim in the western Negev and about ten thousand semi-nomadic Bedouin in the area east of Beersheva. During David Ben Gurion's tenure as Prime Minister and through 1967, the Negev was a major focal point for national development. David Ben Gurion believed that Israel's security and economic independence depended upon the settlement and economic development of the Negev. From the early nineteen-fifties through the mid-nineteen-sixties the government established ten new towns in the region from Eilat in the south to Kiryat Gat in the north.[3] The overwhelming majority of the new residents were Jews from Arab lands who also settled in agricultural settlements (Moshavim) west and north of Beersheva, made possible by the construction of a national irrigation system which brought water from the Sea of Galilee. These immigrants had fewer resources and lower levels of education than the more veteran European Jews who made up the overwhelming majority of residents in the centre of the country and in the Kibbutzim. Services and labour intensive industry followed the residents to the new towns. Major economic and development enterprises were established mostly outside of municipalities including mining at the Dead Sea, a nuclear research facility near Dimona and chemical processing plants in and around Beersheva. The last new town to be established, Arad, was intended to develop and process natural resources in the region. By 1985 the region's population reached 300,000 or 7 per cent of the national total, with a Jewish population of 240,000 (130,000 in Beersheva) and a Bedouin population of 60,000 with almost a third settled in several Bedouin towns.[4]

Ben Gurion University

Since the mid-nineteen-sixties the University has developed from a nonaccredited institute of higher learning to a comprehensive university with four faculties - Engineering, Natural Sciences, Health Sciences, and Humanities and Social Sciences - which provide educational programs to both undergraduate, graduate and professional students. Health Sciences initiated a revolutionary medical school to train primary care and community oriented physicians, and grant BS and advanced degree programs in the health professions and sciences; most departments in Engineering and Natural Science offer BS, MS and Ph.D programs, and the Social Sciences and Humanities have ten departments offering BA degrees, five of which also grant an MA. In addition to the active and extensive research of regular faculty members, the University has two major research institutes which focus on various aspects of desert life and development. Their goal is to develop the means for man to adjust to and to utilize the environment of deserts and arid zones which comprise of one third of the world's land surface. Their activities, therefore, are of relevance to the nation and to countries and scholars around the world. The university is also the home of the Ben Gurion Archive and Heritage Institute which contains the papers of David Ben Gurion, Israel's founder and first Prime Minister.

From its beginning, the university has fostered the development of the Negev region in accord with the wishes of its funders and David Ben Gurion who held that the region could only be developed through science and pioneering. Its growth and expansion have been intertwined with the needs of the Negev and in particular of the city of Beersheva: the Faculties of Engineering and Natural Sciences as well as its research institutes are involved in developmental and industrial projects in a wide range of subjects; the Faculty of Health Sciences not only trains community-oriented family care physicians and paraprofessionals but works to raise the level of health services in the region; and the Faculty of Humanities and Social Sciences is active in meeting the areas' educational, social and manpower needs through the training of qualified teachers, social workers, psychologists and community leaders. Many of the universities twenty-three interdisciplinary research centres also deal with the region's various economic, engineering, energy, agricultural, health and environmental problems.

At the same time other pressures emphasize more traditional and national academic objectives. In recent years, the two senior faculties, Engineering and Natural Sciences have come to favour these goals over involvement in the region. While once heavily committed to involvement in the region many now view it as provincial and conflicting with both national goals and academic excellence. Part of the explanation for the change in their attitudes is due to alterations in technology and industry. While these faculties once trained students for jobs in new industries in the Negev, today their graduates seek employment in high tech industries located almost exclusively in the centre of the country. Israel's present and future economic growth is outside of the Negev. Second, national priorities in higher education are based on needs for professionals and not in terms of geographic development. The government's higher education monies are made available to educate more engineers or scientists and not for the development of a particular region. Finally as individual faculty members become more advanced in their disciplines they become more traditional and emphasize academic excellence.

The following section describes in more detail efforts by the Faculty of Social Sciences and Humanities to foster regional development and growth and the limits placed on these efforts by Ben Gurion University and the Israeli government. The Faculty of Medical Sciences which is even more involved in the region is not discussed here.[5]

The Faculty of Social Sciences and Humanities

As of June 1986 the Faculty has twelve departments with a full time tenured academic staff of 150 and some 50 part time lecturers from other universities. Most departments grant BA degrees with five offering MAs.[6] The number of students in the Faculty represents 40 per cent of the total body of about 5,000 full time students. Most students major in a single department, but some have dual majors or a major with two minors in another department or in an interdisciplinary unit. The Faculty established interdisciplinary academic centres to foster faculty research and/or provide instructional services to students in different departments.[7]

While training students and fostering faculty research in traditional disciplines the Faculty has sought to apply its resources and skills to develop the region. Several examples are illustrative.

As in other Israeli universities, the department of education trains students to be teachers, administrators and developers of curriculum. It is also unique. The department is more directly involved than those in other universities in the educational systems and services in its region. It provided betterment programs to raise the level of non-certified teachers who were predominant in most Negev towns. Many participants eventually obtained certification. It established an enrichment program with the Ministry of Education for school principals in the area. Participants were updated on the latest developments in administration and pedagogy. It also operated an in-service training unit for teachers with courses to strengthen their skills and broaden their knowledge of the latest pedagogical information. Finally several of the faculty have combined their research interests with the educational needs of the region. A case in point is the use of computers for learning. Many school systems in the region now benefit from computer education programs developed with faculty expertise and assistance.

A second department of interest is social work which was opened in 1982. Often in LDCs or even developed nations the shortage of professional manpower is more a problem of distribution than of total numbers. While Israel has a possible surplus of social work professionals, the Negev needs more trained social and community workers. Until now financial incentives have failed to redress this imbalance. The new department was established to provide the needed professionals. The department's curriculum was coordinated with regional welfare services to the satisfaction of all parties. The majority of students were from the area and it is hoped they will seek employment in the Negev. In addition the faculty conducted in service training, organized conferences and pursued research focussing on problems in social welfare services in the region. During the recent budget crisis several university administrators and academicians wanted to close the department on grounds that it was the newest and weakest academic unit. Active protests by municipal officials and social work professionals prevented the move. An earmarked contribution from the United States at the time insured the future existence of the department. The donor emphasized that the funds be used to further the department's service to the people of the region.

A third example involves the Hubert H. Humphrey Centre for Social Ecology established in 1978 to utilize the resources of the Faculty of Social Sciences to deal with social problems and needs in the region. The centre has three areas of activity. First, it sponsors action oriented social research which has included projects in neighbourhood renewal in a development town, an experimental educational project to foster mutual understanding between Arab and Jewish Israeli students, the investigation of the manpower needs of social welfare service agencies in the region and many more. Second, it conducts manpower development courses ranging from training neighbourhood activists in how to organize, to offering management courses to nuclear engineers. Other courses are geared to expanding the general knowledge and skills of government bureaucrats in the region. Finally, the centre sponsors conferences and symposia on socially relevant subjects. Past conferences have been geared to local and regional officials on problems of education, economic development and regional integration; national in scope on the media and the government; and international and scholarly such as the conference on "The Role of Universities in Developing Regions."[8]

Limitations

While the above may suggest a Faculty totally involved in the community and region, reality is otherwise. Not all departments or faculty members in the Humanities and Social Sciences are committed to the goal of fostering regional development. Some are indifferent while others believe it hinders the traditional role of the university to educate and to conduct scholarly research. Several factors have significantly limited efforts to further the university's role in developing the region. Some are related to the university itself while others reflect the situation in the country as a whole.

Perhaps most important is the government's policy toward higher education. Significantly, almost 60 per cent (as much as 90 per cent in the past) of the university's operating budget comes from the government's Council of Higher Education (Council). Economic difficulties in recent years have reduced Council (government) funding for higher education. In the case of Ben Gurion University, the lowering of fiscal support is compounded by the diminished priority given to the Negev region. While David Ben Gurion saw the development of the region as the highest national priority, the situation changed dramatically in June 1967 with the acquisition of large territories from Egypt, Syria and Jordan. The Negev has been neglected subsequently in favour of the Sinai (until peace with Egypt), Jerusalem, the Golan Heights and now the West Bank (Judea and Samaria). Thus in allocating the reduced budget for higher education there is no ideological or political basis for preferring a university committed to development of the Negev region. While in the past the Council has favoured the `young upstart' Ben Gurion University, it cannot be expected to appreciate the unique role of the university in developing a region which no longer has national priority.

Second, the Council and its Committee for Planning and Budgeting are committed to distribute funds in an equitable fashion to the different Israeli universities and to prevent unnecessary overlap of educational programs and research. Representation on the Council, however, favours the pursuit of national and more traditional academic goals. It sets priorities. Over the next decade, for example, it favours development of computer sciences and electrical engineering which are in accord with overall governmental plans for natural economic growth and development. Consequently, the Council provides grants for construction, equipment, research and teaching in these areas. All universities with these departments and courses of study, including Ben Gurion University, will benefit from the policies of the Council. Most universities will expand these activities. Importantly almost all present (and future) graduates of these departments at Ben Gurion leave the region as employment in these fields is nonexistent in the Negev. Council funding policies, therefore, encourages a turning away from values and objectives favouring involvement in the region.

At a time of reduced funding from the government it becomes imperative and prudent for a university to foster the national priorities regardless of their lack of positive effect on the region. Doing so may require significant investment or matching funds from the university which may be at the expense of other programs and activities including those fostering regional growth.

Finally within the university, the faculty favouring pursuit of national and traditional goals are in the majority and dominate positions of academic power. They control policy making and the allocation of rewards including promotion. While service to the community is noted, the major criteria for academic promotion remains publishing. While community involvement may foster research, it is time consuming and in the short run may reduce scholarly activity. As a result there is an incentive for those wanting to be promoted to favour traditional academic roles and to shun activities in the community.

Future Prospects

It is becoming harder for Ben Gurion University of the Negev to pursue its goal of developing the region if the case of the Faculty of Social Sciences and Humanities is typical. The root of the problem is the change in priorities of the national government. First and most important, the development of the Negev no longer has the same high priority in Israel. The importance of the region prior to 1967 provided the justification for establishing a university in the first place. The status of the region could change. Should there be a settlement between Israel and her neighbours to the east, then the importance of the Negev representing over fifty per cent of the country's land mass before 1967 may reoccur. Should this not happen then the government's neglect of the region will continue. Second, the Council of Higher Education in following government policy, no longer favours special growth of the Ben Gurion University, and in particular, its activities fostering regional development. The Council's priorities today foster research and education in areas beneficial to certain industries. While these industries are located outside of the Negev, the university benefits. Should the government develop these industries in the Negev then the region too would benefit. Finally within the university the powers that be increasingly favour national priorities and traditional values at the expense of developing the region. Part of their motivation is explained by the Council's funding policies.

A possible way of overcoming the limits set by the Council is outside funding. The new department of social work and the Humphrey Centre for Social Ecology are cases in point. Many of their activities have been endowed by overseas money. While overseas sources can be manipulated by the University to serve more traditional academic pursuits, the reality of philanthropic fundraising favours the university's role in the region. In appealing to overseas supporters the uniqueness of Ben Gurion University is its involvement in the region. Only this separates it from the other six Israeli institutes of higher learning. As the importance of private contributions in the budget grows, the University has come to realize that projects and activities in the social environment which meet the needs of the region are more attractive to donors than the training of engineers or physicists for Israel's high-tech industry.

A final factor which hurts the University's efforts to be involved in the development of the region is the political system of Israel. It is highly centralized, unitary and lacks any territorial dimension. The relationship between centre and periphery is characterized by dominance and dependence. Regional entities such as the Negev reflect the political system as a whole;

the political organization of the region is fragmented, enabling the centre to dominate and control it. The absence of political power at the regional level and a strong independent regional administration, combined with a lack of effective representation at the national centre, denies a regional based university potentially effective political resources in the national political arena. In practice the university cannot turn to the region for political support to oppose government or Council policies which negate its mission to develop the Negev. Politically the region is a vacuum.

NOTES

1. Israel's population of six hundred thousand persons doubled by 1952 and tripled by 1960.

2. The Technion (1924) and The Hebrew University were established before independence. Ben Gurion University was officially opened in 1972.

3. During the nineteen-fifties the Israeli government adopted a policy of establishing `new' or `development towns' to develop peripheral and border areas and to disperse large numbers of new immigrants who would otherwise have settled along the coast.

4. The largest Bedouin town, Rahat, fifteen miles north of Beersheva, has over 16,000 residents from over twenty five different tribes, or extended families. The town has an elementary school system, a secondary school, two comprehensive health clinics and a small commercial centre.

5. An expanded version of this paper will discuss the activist role played by this Faculty in developing the region.

6. The departments of English as a foreign language and general studies do not offer degrees.

7. Most centres including those for Russian and East European studies, and Urban Studies are traditional while others like the Elyaschar Centre for Sephardic Jewry, the Bandy Steiner Centre for Single Parents and the Hubert H. Humphrey Centre for Social Ecology are not.

8. See the "Symposium on Developing Areas, Universities, and Public Policy," Policy Studies Journal, XIV (March 1986).

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THE PRESENT AND FUTURE NATURE OF THE URBAN MISSION IN HIGHER EDUCATION: FROM 1966 TO 2006

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Introduction

It is perhaps timely to speak about the present and future nature of the so-called urban mission in North American Higher Education.

Although it is difficult to precisely date the birth of the "modern" urban mission, it is something that we associate with the Great Society rhetoric of Lyndon Johnson in 1965. We can also note that 1986 marks the 20th anniversary of the publication by J. Martin Klotsche of his notable book entitled The Urban University and the Future of Cities.

In Ohio we tend to date the new or modern urban mission from 1967 which is when the state of Ohio assumed responsibilities for the municipal universities of Akron, Toledo, Cincinnati and Youngstown and created a new structure known as Cleveland State. (It should be noted, however, that the real origins of the University of Akron go back to 1870 when J.R. Buchtel created his college on a low hill overlooking the commercial bustle of downtown Akron. In the same year Rockefeller founded Standard Oil in Cleveland).

Thus, with the approximate 20th anniversary of a new urban mission, it appears appropriate to look ahead to the year 2006 or thereabouts to determine if we can foresee any significant alterations, adjustments or innovations in the nature of the urban mission as we approach the 21st century. In order to do this, I want first to make several observations about the evolution of the mature urban multiversity towards what I call the 3Ms - metropolitan, middle class and mercantile. Second, I will re-examine the results of a 1983 survey of fifty or so presidents of urban colleges and universities. Finally, I will sketch out some challenges and issues that the urban universities will face as the year 2000 approaches and we enter into the 21st century.

The 3Ms of Urban Higher Education

If the so-called urban mission in higher education was indeed re-born in the mid-1960s, it evolved from the heights of American idealism and liberalism into today's pragmatic realities.

John Lindsey was mayor of New York City, and LBJ was still trying to provide both "guns and butter" with his Great Society commitments and the war against Communist aggression and Vietnam nationalism. But 1964-66 also saw the tip of the baby boom turning 18 and we were about to flood college campuses with a spate of young men and women.

It probably is that pending flood of college freshmen that led state legislatures to vote the expansion of their state college and university systems. But it was an expansion targeted at urban communities - the obvious population centres - and partially presented in a liberal rhetoric which embodied both the spirit and substance of the times.

Klotsche's book still is the single best presentation of the substance of the urban mission in and for higher education (J. Martin Klotsche, Harper and Row, New York, 1966). The appendix of the book contains an elaboration of the responses of urban universities to the traditional concerns of higher education which still serves as an excellent check-list for the evaluation of the urban difference. But the reaction to the spirit of the urban mission was quickly established in the atmosphere of the early 1970s. The reaction was a mixture of the traditional academic forces and the other needs of metropolitan America. Those needs were the 3Ms of urban higher education - metropolitan, middle class and mercantile.

First of all, the city campuses quickly found that their urban marketshed was metropolitan in nature, including suburbia even more so than the inner city. Women seeking to return to school and the workplace, men seeking additional professional training and upgrading, and the expansion of the traditional 18-21 cohort to a 18-25 cohort as late adolescence and young adult lifestyles change - all contributed to the metropolitan character of the urban university student body/learning community.

Second, the economic dislocations of the early 1970s symbolized by the OPEC crisis of 1972-74 dramatically changed the fortunes and economic discretion of the American middle class. If your family income doubled from 1973 to 1983, you had in 1984 only 91 per cent of the purchasing power of 1973.

Incrementally at least, the middle class shifted their purchasing behaviour throughout the last decade, finding that the costs of "going away" to college were increasingly too much of a drain. Some of the burden was met by the explosion of student indebtedness but for students with a working class background, the choice was to stay home, work part time, maintain a car and go to the local University. Although the restrictions on dormitory space has hindered the participation of the upper middle class which still wishes to consume a campus experience, the presence of cheap sub-standard housing is providing the opportunities of a student ghetto.

But the third element of the evolving urban mission is its growing "mercantile" nature - its response to the local chamber of commerce pressures and realities. With the dislocating of middle class prosperity, in the 1970s, the concerns of economic development and redevelopment have become paramount in most cities and the astute university administrators have learned a new rhetoric which matches the mercantilistic concerns of the local establishment.

In the mid-1980s the 3Ms have become the mainstream of the urban mission in higher education, and likely to be more so in the decade ahead. At peril therefore is the uplift function associated with the real needs of what was described in early 1980 as the "nearly urban underclass."

The Continuing Trends

In the attached diagram I have tried to present a time perspective of some of the continuing socio-economic trends that link the dislocations of the 1970s with the prospect of the 1990s.

The continuation of economic development concerns coupled with the emergence of new lifestyle issues (wellness, anti-smoking, two income families, etc.) are likely to contribute even more to the expansion of diverse demands. The High Tech/High Touch demands of an Advanced (not Post) Industrial Society are going to be primarily manifested along what Elezar calls the Metropolitan-Technological frontier.

The issue which is left out of the projection of the on-going trends into the next decade or beyond is the educational destiny of that urban underclass identified as "nearly" permanent in 1980. As I remind my colleagues, "nearly" doesn't really modify "permanent."

It is noteworthy that Klotsche's successor at the University of Wisconsin-Milwaukee said in 1973 at his first meeting with the faculty that

> We are not the Boy Scouts of America, the Small Business Administration, the Public Health Service or any other of the multitudes of agencies designed to deliver valuable services to our society at large....We must not encourage society to look to us for the on-going operation of programs more ably handled in other settings.

More recently, Governor Robb of Virginia has elaborated a concern with new obstacles to minority progress.

Enduring Assumptions

In preparation for a 1983 Think-Tank Workshop of urban college and university presidents, a brief survey of attitudes and issues was conducted of the over 100 AASCU institutions identified as being in essentially urban areas.[1] The survey was an attempt to establish some benchline areas of agreement among the responding presidents of urban colleges and universities.

The survey revealed 10 areas of strong agreement, and 2 areas of strong disagreement, and 3 areas in which there was considerable divergence of opinion. These results are shown in Tables 1-3. The three areas of divergence or uncertainty are perhaps of most interest.

THE PRESENT & FUTURE NATURE OF THE URBAN MISSION

1966	1972	1976	1980	1986	1992	1998	2001	2006
Great Society Rhetoric			Another New Federalism	Wellness Lifestyle Emerges				
The Urban University & the Future of our Cities (J.M. Klotsche)	OPEC middle class dislocation	urban land grant efforts	"nearly permanent urban underclass"	-debt crisis -free trade -tax reform		mini-boom turns 18	baby boom turns 55	
			Post-Affluent America (1979)					

Trends for the 1990s

1. Expansion of global economy
2. Growth of new underclass
3. Growth of Third World Middle Class
4. Immigration Time Bomb
5. Baby Boom midcareer crunch
6. Creative tuition finance
7. Senior faculty turnover
8. High Touch follows High Tech, e.g. the post-modernist response to the Advanced Industrial Society

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Source: Gary Gappert, University of Akron,
Urban Universities Conference, Winnipeg

These involve issues of:

- a more complex internal structure
- more inter-institutional cooperation
- coherent international or global education priorities.

Although over 56 per cent agree that the internal structure of most urban colleges and universities will become more diverse, almost 35 per cent disagree with that statement. From the standpoint of traditional organizational theory, any institution which acquires a more diverse set of functions is also likely to acquire a more complex structure. But organizations which have become more diverse and complex may also reorganize and reintegrate at a higher level in the system (e.g. alumni affairs and external relations may be combined under a new office of development relations).

More problematical perhaps is the structure of the instructional components of the urban college or university facing an increasing diversity of demand. Can the growth of continuing education and in-service training programs be met by the more traditional academic departments and the ad hoc use of consultants, or will new interdisciplinary instructional units be required?

Another area of divergence of opinion concerned the development of more inter-institutional programs between urban campuses with 46 per cent agreeing and 37 per cent disagreeing with this assumption. Although the rhetoric of inter-organizational cooperation has increased in the last several years, it is likely that the organizational energy necessary to pursue such arrangements will mitigate against their proliferation. More likely perhaps will be forms of inter-organizational agreements that operate as a form of "academic cartel" where particular institutions pursue one kind of program (weekend college) while others develop another type (junior semester abroad). On the other hand, the divergence of agreement on this assumption might also indicate a need to provide more research on "effective" forms of inter-institutional programs currently underway. The almost 18 per cent with no opinion might be a reflection of this need.

TABLE 1

ASSUMPTIONS

	BY 1990:	DISAGREE (SD) (D)	NO OPINION	AGREE (A) (SA)
1.	Most urban colleges and universities will have developed new graduate and continuing education programs for the growing number of young adults in the 25-40 age group.	8.7	—	91.3 (56.5)(34.8)
2.	Most urban colleges and universities will have substantially expanded their in-service training relationship with companies in the private sector.	13.0	2.2	84.8 (60.9)(23.9)
3.	Any increase in the proportion of the 17-22 age group attending college will be primarily enrolled in colleges located in metropolitan areas.	15.2	8.7	76.1 (69.6)(6.5)
4.	The proportion of disadvantaged students attending urban colleges and universities will have substantially increased.	15.2	15.2	69.5 (63.0)(6.5)
5.	Most urban campuses will have more extensive relationships and programs with area high schools.	13.3	6.7	80.0 (60.0)(20.0)
6.	It will still be difficult to create a community of scholars atmosphere among the diverse professional interests on most urban campuses.	17.4	2.2	80.5 (69.6)(10.9)
7.	"Vocationalism" will continue to be the dominant student attitude on most urban campuses and attention to the liberal arts will still be fragmented.	17.4	8.7	73.9 (67.4)(6.5)
8.	Development programs for the less prepared students will continue to be a major preoccupation on most urban campuses.	34.8	2.2	63.1 (52.2)(10.9)
9.	The technical assistance services offered by most urban colleges and universities will have substantially increased.	15.2	17.4	67.4 (47.8)(19.6)
10.	The most highly regarded urban colleges and universities will be those who have contributed substantially to local and regional needs.	15.2	6.5	78.3 (67.4)(10.9)

TABLE 2

ASSUMPTIONS

BY 1990:	DISAGREE (SD) (D)	NO OPINION	AGREE (A) (SA)
1. The internal structure of most urban colleges and universities will have become more complex because of the increasing diversity of demands.	34.8 (2.2)(32.6)	8.7	56.5 (50.0)(6.5)
2. More inter-institutional programs between urban campuses will have been developed to address the needs of the increasingly diverse student populations.	37.0 (2.2)(34.8)	17.4	45.6 (41.3)(4.3)
3. Most urban campuses will pay more attention to developing a coherent set of priorities in international and multinational education.	32.6	8.7	58.7 (47.8)(10.9)

TABLE 3

ASSUMPTIONS

By 1990:	DISAGREE (SD) (D)	NO OPINION	AGREE (A) (SA)
1. The most significant urban campuses will be those with winning sports teams.	82.6 (17.4)(65.2)	8.7	8.7
2. It will be popular on most urban campuses to advocate a reduction of the commitment to community services or other outreach programs.	82.6 (17.4)(65.2)	10.9	6.5 (4.3)(2.2)

There was also significant divergence on the assumption about a coherent set of priorities in international and multinational education with almost 59 per cent agreeing while about 33 per cent disagreed. With the emergence of a global economic system it is perhaps only implicitly apparent that new approaches to international education may be required, and perhaps other institutions besides colleges and universities will be the ones that respond to the learning needs required by a more complex global economy. On the other hand, this also may be an area where institutions of urban higher education will be able to take a leadership role in their community.

Four Scenarios for Urban Higher Education

Out of concern with the significant uncertainty about the organizational complexity of urban higher education, a framework of alternative scenarios might be suggested. The Four Scenarios might be:

1) partial decline and shrinkage
2) selected growth
3) minimum change
4) reinventing the urban university.

1. In the "partial decline and shrinkage" scenario, urban higher education experiences the same general decline in full time equivalents as the rest of higher education with both across-the-board cuts and selective termination of programs, staff and faculty. High quality programs are difficult to maintain or develop, and some of the best younger faculty "switch over" to other occupational pursuits or join private firms and consulting organizations. The remaining faculty continue to squabble over the allocations of dwindling resources but classes go on, students graduate and occasionally someone lands an exceptional grant or research contract. The professional schools and the vocational-oriented departments continue to over-enroll and use adjunct faculty of mixed quality to add additional sections. In this scenario low-level organizational conflicts proliferate but are handled by deft diplomacy and appropriate forms of recognition, usually non-monetary in nature. On a few campuses, however, innovative organizational arrangements and relationships are developed which maintain or restore a sense of

vitality across the campus. From time to time organizational commitments and expectations are reduced or redirected.

2. In the "selective growth" scenario, attention is paid to identifying and pursuing new opportunities for instructional services, research programs and technical assistance. The faculty are given liberal opportunities to both pursue consulting opportunities and to develop new forms of short instructional programs, both on and off campus. Aggressive leadership is developed by the president's management team to acquire new resources and to remove old constraints. Allies in the corporate and political sectors become essential complements to the traditional community supporters in the development of new opportunities. In this scenario the development priorities of the urban college and university are also regarded as the community's most important priorities. At the same time innovative instructional style and imaginative leadership on campus contributes to the upgrading of student life, both in and out of the classroom. In the "selective growth" scenario, the spurts of expansion are initiated by shrewd planning, periodic reorganization and the selective realignment of resources, both human and fiscal, which encourages and nurtures organizational creativity and diversity.

3. In the "minimum change scenario," the disruptions and dislocations of the mid-1980s are contained and resistance to change induced by external forces and events is effective. The academic enterprise continues as before with a minimal concern for developing new programs. Traditional professional standards and procedures are adhered to, and there is a gradual general upgrading of the traditional disciplines. Off-campus commitments are limited and only involve a fraction of the staff and faculty. In this scenario the urban mission is a specialized commitment of only a limited number of organizational units or departments. Elsewhere on campus faculty are competent and complacent and expect that modest enrollment increases in the 1990s will improve their "fortunes" if standards have been maintained. In this scenario the chief organizational innovation is effective resistance to change!

4. The fourth scenario is a starting over scenario. If one was going to plan an "ideal" urban university for the 21st century, of what would it consist? What size would it be? Other questions might be:

    - Would there be a school of industrial management and technology instead of separate schools of business and engineering? Would a school of industrial studies be the 21st century equivalent of the schools of agriculture which flourished in the early 20th century?

    - How would a school of education be designed for the 21st century? What would a college of Learning Skills and Resources resemble?

    - Would a newly designed urban institution of higher education be able to invent an integrated liberal studies core which might compensate for the vocationalism biases inherent on urban campus?

    - What would be the role of foreign languages and global studies for urban colleges in the 21st century? Will the number of foreign students on urban campuses have increased by then, or will there be satellite campuses in foreign countries?

These questions perhaps represent only the tip of the organizational iceberg represented by the changing concerns of the urban mission in higher education as we approach the 21st century. As Peter Drucker has pointed out in his Managing in Turbulent Times, time spent on problems is time not spent on opportunities, unless the problem can be converted into an opportunity. This fourth scenario is the most difficult to elaborate since universities don't normally reinvent themselves.

Meanwhile, the organizational anticipation of enrollment declines in the 1980s are likely to inhibit the development of innovations for the 1980s. By stretching our minds to the prospects for the 21st century, perhaps a positive vision for the future of the urban mission in higher education in our several cities can be established. As Aristotle said 2000 years ago, "Cities exist for the good life." So should the urban university. Let us endeavour to give new and better meaning to our uncommon mission.

Challenges and Issues

It is also true that the urban universities might be well positioned to resolve many of the challenges of higher education in a global society and global marketplace. Urban universities are better positioned to develop and maintain global networks of learning resources and opportunities. By their very nature most cities are already multicultural. The productivity challenges of economic competitiveness are only going to be met where there are concentrations of managerial and technological knowhow and expertise. These concentrations are to be found in both new and old cities.

Improvements in the quality of undergraduate life are easier to pursue in those environments which are already urbane. The High Tech/High Touch requirements of the 21st century can only be created in the cosmopolitan environments associated with the best of our cities. The urban quality of life becomes a supplement to the college quality of life.

A fourth challenge involves the strategic involvement of the senior scholars. Since most of the urban universities expanded in the late 1960s, those campuses have an unusual concentration of scholars on either side of the age 50, with 20 or so years of vested retirement. Those senior scholars can either opt out at age 55 in, say, the early 1990s, or they can renew their committment and contribute through to the years 2001-2011 (which is the year when the first baby boomers turn 65). The strategic utilization of these senior scholars represents perhaps the most significant challenge of the decade because most of the early retirement programs tend to attract the most dynamic faculty who have other career opportunities, while the deadwood remain well rooted in the groves of academe.

NOTES

1. Approximately 50 surveys were returned from the almost 140 AASCU institutions identified as urban. 45 of these were returned in time for the first tabulation of results. The survey was prepared and distributed with the assistance of Helen Roberts, the Director of AASCU's urban affairs office.

Appendix

Klotsche's Urban University Check List

Urban University Responses	Action Indicators
1. Since universities provide leadership for the betterment of our society, they must now work to improve urban life, using an effort comparable in depth and breadth to that undertaken during the past century to enrich life on field and farm.	
2. No community issue should be beyond the interest of the urban university. A university by definition has the obligation to preserve, discover, and transmit the whole of knowledge, and must work to understand and discern the problems of the metropolitan area.	
3. Not being circumscribed by the geographic limits of a single community, the urban university can contribute to the development of urban theory and policy that is general in scope and universal in application.	
4. Universities are uniquely equipped, through research and experimentation, to provide fresh ideas that can help to meet the requirements of an urban society.	
5. Investigation and experimentation, confirmation of fact, testing, refinement and evaluation, are peculiarly suitable to the university scholar and can be effectively applied to the urban scene.	
6. Universities have traditionally trained personnel to meet the needs of society. Urban universities should now extend this tradition to the field of urban affairs.	
7. All the major disciplines of the university should be called upon to provide trained professional manpower for our cities: in commerce, engineering, education, architecture, the arts and the sciences, medicine and health, and social welfare.	

8. The university should do for the urbanite what the land-grant colleges have done for the nation's farm population, taking the knowledge of the scholar into the community and extending the outreach of its influence to all phases of urban life. The university can undertake projects that have more than local significance and that can contribute some scientific validity to urban problems everywhere.

9. Neither the complexity nor the controversial nature of many of our urban problems should deter universities from developing new techniques and approaches. Creative innovation, rather than the performance of routine urban services, is the special role of the university in urban extension.

10. New criteria and techniques must be developed if the urban university is to reach the disadvantaged of our cities.

11. The urban university must assist in reversing the tide of urban decline, and actively participate in redevelopment, rehabilitation, and conservation programs. Many advantages exist if its neighbourhood has stability and a healthy environment.

12. Urban universities must think in terms of a new urban form, relevant to the metropolitan setting. The advantages of high rise construction, the use of subterranean space, intensive land use, the building of facilities within easy walking distance of each other, and the use of intervening spaces between buildings for plazas and gathering places to facilitate human interaction are factors that should be utilized in planning an urban campus.

13. The urban university must relate itself intimately to all of the institutions in the area as well as the neighbourhood in which it is located. The university should make both its long and short range intentions known in an informative and understandable manner.

ADAPTION TO AN URBAN MISSION: A CASE STUDY OF THE UNIVERSITY OF LOUISVILLE

James A. Van Fleet, School of Urban Planning and Development,
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The University of Louisville entered the state system of higher education in Kentucky in 1970, following a lengthy period as a municipality-affiliated institution. Although called a municipal university, in fact the institution was almost entirely reliant on its own financial resources for its operations: it was essentially private in nature. The decision to become a state university was made because of the inaccessibility to capital to accommodate growth, the already elevated tuition costs and the realization that Louisville could become non-competitive in Kentucky's higher education market vis-a-vis public institutions, among other factors.

The transition was not easy. The history of the late 1960s and early 1970s attests to the difficulties which the administration, faculty and community circles experienced as many changes in the Institution's governance and structures were enacted.

The 1970s saw dramatic growth in student enrollments, from under 10,000 before state affiliation to about 20,500 today. Many new faculty have joined the University and physical plant expansion has been nothing short of astonishing. Today, the University of Louisville has in place all the requisites to develop into a major mid-sized research and doctoral institution, contributing substantively to the Commonwealth which supports it, the region and nation as a whole.

Louisville, however, met with other obstacles in its transition from a basically private institution to a state university. Kentucky, ranked by most educational indices in the bottom quintile of the states, and being one of the least prosperous of the fifty has long debated whether it could afford two research doctoral level institutions of higher learning. The reference is to the University of Kentucky, often called the "flagship" of the state system, and fifteen years ago, by far the largest university in Kentucky. Monies spent to upgrade the University of Louisville, it was argued, would duplicate what the Commonwealth already had in place in one institution. Hidden in some rationales to bring Louisville into the state system, but only as another regional college, were agendas aimed against the City of Louisville, Kentucky's sole major metropolitan area, reflecting the distrust of this large urban centre so prevalent throughout the state since at least the Civil War. Louisville, with a metropolitan population of one million (the 40th largest in the United States), is nearly five times the size of the second largest Metropolitan Statistical Area, Lexington. However, Lexington is home to the University of Kentucky, which for over a century has been the major state-wide university and the focal point of "good ol' boy" politics in the Commonwealth. In short, Louisville had limited support for its absorption into the state system outside of north-central Kentucky, but the demands of the City of Louisville and the County of Jefferson, the proverbial engines of commerce and industry which pull many "empty boxcars," proffered compelling arguments for the University to be admitted, in some ways on its own terms.

The University of Louisville, coming under the Kentucky Council of Higher Education, did lose its independence in creating new academic programs. This is particularly true at the graduate level, where every new initiative is assessed by the Council, and where the influence of other institutions, mainly the University of Kentucky, comes into play. The creation of new graduate-especially doctoral - programs has been a constant source of frustration for an institution which wanted to continue its independent actions, respond to the needs of a research university, and in other ways, to carry on as before 1970 but with the security of financial support from the state. It can be argued that Louisville was not psychologically ready to accept imposed decisions on its future from the Council sitting in Frankfort and indirectly from the University of Kentucky situated in Lexington.

Efforts to expand graduate offerings were frustrated further in 1977, when the University of Louisville was officially designated an urban university by the Council. The language of the July 1, 1977 document specifies that the University of Louisville "shall be a major university," "shall meet the educational, research and service needs of its metropolitan area" and "shall have a special state-wide mission in...urban affairs." The language of the mission statement has been construed to place constraints on Louisville's academic programming, giving rise to many quips about focusing on "urban chemistry," "urban mathematics" and the like. But in a positive view, the Council's words opened the way for Louisville to develop academic programs at the undergraduate and graduate levels which would have a specific urban content, and contribute substantively to its already broad range of academic offerings.

In fact, it has been argued that Louisville was an urban university before the Council's 1977 mission statement was issued. In 1910, the City of Louisville began making regular budgetary allocation to the University, and in 1916, Louisville joined the Association of Urban Universities. In 1933-34, President Raymond A. Kent headed the Association, and Louisville remained active in the Association until at least 1939. These actions, however, did not imply academic programming which would distinguish it from any other institution of higher learning.

In other arenas, the University has recognized its importance to the Greater Louisville area, developing the Urban Studies Centre in 1966 to engage in urban-oriented research. However, the Centre is not an academic unit, and interaction with campus departments had been incidental to its mission until recently.

In other contexts, many point out the long-standing "urban" connections between Louisville's professional schools - medicine, dentistry, law and engineering, as well as social work and justice administration - which in the first two cases, have graduated well over a third of all practitioners in Kentucky, and the overwhelming majority in Greater Louisville. The School of Music in particular has had a considerable impact on the City's cultural life. Consequently, these valuable but not necessarily directed interactions have been equated with Louisville's long-standing "urban" dimension.

It should be kept in mind that any academic institution located in a small, medium or large population centre will strive to interact with its surrounding community in one form or another. In this way, all colleges or universities are "urban" to some extent, even those which are agriculturally-based, and in small towns. What is evident is this: a more refined definition of an "urban mission" and an "urban university" will entail specific statements about the constituencies served and the specialized urban-related coursework offered, which in each case, make a university "urban" by addressing what would be obvious urban needs within the socio-economic parameters of the metropolitan locale.

The University of Louisville understands that an urban-based institution must offer the benefits of higher education to the city dwellers who otherwise would be unable to obtain formal university training. Although this appeal to the so-called non-traditional students is more widely shared by universities of all types than it was in the past, the number and diversity of such clients is still a distinguishing mark of the urban university. For the urban university, the traditional student body is disproportionately composed of those who are above average college age, are working, have family responsibilities, are women, are frequently the first in their families to attend a university, and for these and other reasons, are commuters. This grouping naturally includes persons from the central city minority social and ethnic groups, for these students are among those the urban university most wants to serve. Louisville has achieved an admirable mix in its student clientele which also recognizes that the setting for urban universities continues to be altered by suburban growth, which has been no less pronounced in recent decades than the earlier shifts of population from farm to city. As a result, an urban university's programs should relate to the entire metropolitan community, and in all cases, provide applicability to urban centres of diverse sizes and composition.

The fundamental philosophy underlying an urban mission should be that of democratic education; that is, an understanding that education is not an exclusive privilege of the affluent. Educational opportunity is essential to maximize one's potential for occupational success, civic leadership and material well-being.

Democratic education must be accessible without regard to distinctions of class, race, ethnicity or religion, but it must be higher education in the truest sense, not the provision of useless degrees. In the end, urban university graduates must emerge like their peers from universities across the country, able to compete on an equal footing with a comparable academic background. It is essential to keep in mind, then, that any academic program which is pursued, including one in the traditional disciplines, be of the highest calibre, and be relevant to the metropolitan setting when specifically designated to be a dimension of the urban mission.

Turning to the implementation of the University of Louisville's urban mission through academic programming, as stated, in 1966 the Institution established the Urban Studies Centre, which was designed to be self-financing and to focus on research for metropolitan Louisville, select Kentucky counties and the Commonwealth itself. Funding for the Centre was to be generated mainly through contract work. The Centre was intended to utilize the research skills of faculty, and to complement teaching as well as to provide service, albeit on a remunerated basis.

The Urban Studies Centre continues to this day as one of the most dynamic, important and largest institutes within the University. Its initial successes led - in 1968 - to the formation of a graduate program designed for practicing public sector employees. Funded in its first years in part by a federal grant, the Institute for Community Development was established under the then-Director of the Urban Studies Centre, later gaining its own separate standing.

Being intended for employed individuals with extensive experience in public or non-profit service organizations, the Master of Science in Community Development program was designed as a weekend activity, with courses focusing on special projects and team activities, to provide a greater understanding of the "real" rather than theoretical workings of government. Its suitability as a professional degree for recent college graduates or for individuals wishing to enter into public service as a career, such as those who would pursue a traditional public administration program, was non-existent. Moreover, its focus on Jefferson County and the City of Louisville all but precluded most foreign, out-of-state and even non-metropolitan Louisville individuals from participating in the program.

While historically, the Community Development program was limited in many ways and is only now being restructured to be an accreditable urban affairs/public administration degree program, it has been successful within the constraints described, particularly in its early years. To date, well over 700 persons have completed the Master of Science in Community Development degree, the first students finishing in 1970, the year Louisville became a state institution.

Within the College of Arts and Sciences, 1974 saw the initiation of an under-graduate program designed to respond to the urban-oriented interests of an expanding commuter-based student enrollment. Housed in the Division of Social Sciences, a multidisciplinary Urban Studies Program was established, drawing on various professors with urban-related interests from history, political science, sociology and geography, in the main.

Urban Studies has suffered from the same difficulty befalling many interdisciplinary programs; that is, an inability to treat time spent on a program outside one's home department in a fair and equitable fashion for promotion and tenure purposes. While Louisville's experience in this matter is not unique, within the College of Arts and Sciences in particular and the University as a whole, this situation has continued to pose serious problems for University-wide cooperation which would foster greater cross-fertilization in degree offerings in many fields.

In 1984, the Urban Studies Program was reclassified as the Urban Affairs Department within the College of Arts and Sciences. However, the structure of that major has not changed since its inception, while the number of courses listed as purely departmental offerings, or even as appropriate selections from affiliated faculty teaching urban-related materials through other departmental listings, have in fact, decreased over the years. In seven years, no departmental meetings were held and no curricular issues were reviewed pointing up the weakness in this unit in conducting interdisciplinary programs.

The Arts and Sciences effort in urban studies did not fulfill the promise it may have had once to be the building block in urban affairs programming within the University. Nonetheless, it was through the Urban Studies faculty that in 1981, the College's dean convened a small committee to draft proposals for master's and doctoral programs focusing on urban and - by implication-public affairs.

The committee met during the summer months of 1981, and in the early fall submitted a proposal to the dean for review. In the interim, a new chair of a social science department was named by the dean, and further action was held up pending his review of the report, and recommendations on same. That event effectively ended committee action on graduate urban programs drafted by a College-wide group. The resultant recommendations constituted a rewriting of the proposal making it - for all intents and purposes - a graduate program in one department. While receiving some lukewarm faculty support as a new graduate program within the College, based on the idea that once adopted, "refinements" could be made, this approach resulted in countless problems that were never resolved, and the proposal died quietly. In the meantime, the undergraduate urban studies program has continued with a minimal number of students, and events which would play a more important role in the creation of graduate programs for the University as a whole began unfolding elsewhere within the institution.

In 1981, the University of Louisville had two units, the Raymond A. Kent School of Social Work and the School of Justice Administration, as well as several institutes, which were engaged in academic programming with urban applications. With the exception of the School of Justice Administration, a number of the units were considered ready for restructuring to achieve greater economies in operations. At the time, budgetary constraints within the state were forcing many universities to cut back programs, and thus it was timely that the administration act to eliminate, reduce in size or combine a number of activities throughout the Institution. By 1983, those institutes and two schools were combined into a new but unnamed college, whose focus was to be urban-related activities in fulfillment of the University's urban mission. It was envisaged by President Donald Swain who had embarked upon an extensive strategic planning exercise shortly after coming to Louisville in 1981, that such a new college could be the focal point for development of the academic side of the University's urban mission, in a way comparable to activities undertaken at well-established and recognized urban universities across the nation.

Following on a 1982-83 task force recommendation to the President and Board of Trustees, the new college was formally established and ultimately named on March 28, 1983, the College of Urban and Public Affairs. It was divided into the School of Social Work, the School of Justice Administration and the School of Urban Planning and Development the last-cited being created in 1985. Various institutes were incorporated into these schools, but the Urban Studies Centre and the College Programs Centre, absorbed yet other entities in a streamlined administrative structure under a single Dean, J. Price Foster.

While the programming of two of the College's major components, the School of Social Work and the School of Justice Administration, has continued much as in the past, the College has been given the responsibility to "take the lead" in the development of graduate degree efforts which would highlight the University's urban mission. The bulk of this activity, then, has fallen on the newly established School of Urban Planning and Development.

This School incorporates two institutes, Community Development and Systems Science. A new Labour Management Centre, and most recently the long-established Government Law Centre have become affiliated with the School as well. These four components have integrated their faculties, and to an extent, graduate programs to offer a wide range of master's level tracks focusing on health administration, labour-management issues, urban and public administration, planning and local government law. Similarly, research efforts and sponsored programs have become more viable through a larger and specialized faculty within this School.

During 1985-86, the School of Urban Planning and Development completed a proposal for a Master of Urban Planning degree, the first in Kentucky, and one of the few in a five state region. This proposal, intended to be carried to fruition under the leadership of the School's director, suffered a setback when he left to assume a position elsewhere. However, the interest sparked by the proposal for a new degree along with the attraction of several additional faculty members who are focusing on planning as a track within an existing graduate program, will perhaps eventually lead to a separate master's degree in planning.

With representatives from the College of Arts and Science, a small college of Urban and Public Affairs contingent met over the 1984-86 period to draft proposals for graduate programs, mainly at the doctoral level, which would complement the interests of both Colleges. These programs were to focus on interdisciplinary and multidisciplinary approaches to education for persons entering graduate school at a traditional age, as well as those already on career paths, seeking advanced degrees with an urban or a public affairs focus. The need to move ahead with the development of specifically urban graduate programs at both the master's and doctoral levels at the urging of President Swain, concrete discussions with representatives of the College of Urban and Public Affairs, the College of Arts and Sciences, the Speed Scientific (Engineering) School and the School of Business, working under the chairmanship Graduate School Dean X. J. Musacchia, have been on-going, and have laid formal foundations for cross-unit cooperation. A proposal was completed at the end of August, 1986, and although preliminary in nature, with further work this doctorate in urban affairs - the first in our region - will be submitted to the Council on Higher Education in early 1987. Thereafter, with the Kentucky Council on Higher Education's approval, implementation would begin as early as the 1987-88 academic year. Tentatively, it would be housed in the School of Urban Planning and Development.

By necessity, the doctoral program would build on existing masters programs, as well as any new ones, within the College of Urban and Public Affairs, the College of Arts and Sciences and possibly other basically undergraduate units at Louisville. Within this context, the Master of Science in Community Development degree is being revised during the current academic year, with the intent of making it more attractive to students wishing to pursue urban affairs and public administration studies at that graduate level.

Changes are being considered which will make it an accreditable program by the National Association of Schools of Public Affairs and Administration (NASPAA), with major tracks in community social and economic development, health administration, labour-management relations, and planning and public policy. Still other tracks, such as environmental affairs, can be explored jointly with the engineering school, reflecting the flexibility that a master's in urban and public affairs offers, particularly for an urban university. In line with this restructuring, a change in the name of the degree, possibly to a Master of Urban and Public Affairs, is being reviewed.

The System Science Institute offers yet another degree which is an appropriate building block for the doctoral program envisaged. With a major emphasis on health administration, a "growth industry" for the rest of this century and a major interest for Louisville, one of this country's principal regional medical centres, systems science constitutes an integral part of the College of Urban and Public Affairs strategic plan is responding to urban-related academic programs for Louisville.

The essential elements which this presentation highlights are twofold: the University of Louisville, incrementally, has been developing urban-oriented undergraduate and graduate programs and activities in fulfillment of an urban mission, in some cases, it can be interpreted, since before the Kentucky Council on Higher Education mandated same; and the Institution has been utilizing this process to overcome structural difficulties in cooperation across college lines. While average progress has been less than rapid over the nine years since the urban mission was mandated, internal obstacles to cross-unit lines of cooperation have been overcome, and at this juncture, under the urging of the senior administration, movement is seen at an ever-accelerating pace.

Clearly, all institutions which have undergone a transition from a rather small college to one doubled in size in little more than a decade, from an essentially private to a state university and from an urban-based centre of learning to an urban university per se, the resultant academic program realignments cannot be achieved overnight. Louisville then, since the creation of its new lead unit for urban and public affairs, working together with older academic units, has moved ahead steadily in conceiving a range of graduate urban degree offerings.

In conclusion, Louisville has accepted the requirements proffered by the urban mission mandate and its internal strategic planning document, as opportunities to develop a broad range of academic programs that will place it centrally within the ranks of American urban institutions and pivotally within its Greater Louisville constituencies.

THE ROLE OF THE URBAN UNIVERSITY IN PUBLIC DISPUTE RESOLUTION AND COMMUNITY DEVELOPMENT POLICY-SETTING

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Current Focus on Community Development

With increasing incidence we are finding that the traditional processes for resolving urban conflicts and devising plans for community development are inadequate. Far too often the results adjudicate between conflicting interests rather than arrive at consensus; far too often the results are not the most feasible, the most acceptable, the most stable, efficient and amicable solutions. Decisions made on technical and legal grounds seldom reflect conflicting interests and social values of those upon whose support the plans depend for implementation.

The stakes are becoming too high, the risks of mistakes too great, and thus we find an increasing interest on the part of those involved in community development to turn to mediated approaches to finding resolution. As a result, we are also observing an increasing interest among professionals and community activists in developing the skills and techniques of principled negotiation and mediation and applying these techniques to problem solving and public dispute situations.

How The Urban University Gets Involved

The community should turn naturally to the urban university for support and guidance. Universities can serve in at least three basic ways:

1. Theory Building. While traditionally theory in negotiations and mediation techniques has stemmed from labour disputes, international relations and civil war (particularly divorce and family mediation), there is far less theory from applications in the field of community development. The experience in other fields is not readily transferable: labour disputes are rooted in the precedents of political and economic philosophy not easily transferred to land use and environmental conflicts; international negotiations are often more concerned with process (keeping communications open) than discussions; divorce and family resolutions are usually

dependent upon personal and emotional qualities not so fundamental to community disputes between sectors of industry, citizen groups, politicians, bureaucrats, et al.

2. Techniques and Skills Instruction, and Public Awareness. Professional practitioners, the investment community and indeed the public at large should be able to look to the urban university as a place to acquire new techniques and skills relevant to community development; the public should become aware that indeed there may be more effective and more efficient ways of resolving public disputes and devising public policies for community development than the ones traditionally available. The university should be publicly critical when the traditional processes fail to find the best solutions; these criticisms will be more readily received if they are coupled with suggestions of more promising approaches.

3. Providing the Neutral Ground. In practical terms, interest groups involved in community conflicts must know where to turn. Without commitment to a particular point of view, the university may well be uniquely suited to facilitate the mediation process, to act as convenor, facilitator and translator, and provide technical backup when all parties need the same data formulated and/or analyzed. There are few institutions as obvious, as objective, as rich in the human and technical resources needed to support public conflict resolution.

Our Early Experiences

The Ryerson School of Urban and Regional Planning just two years ago got started by sending its Chairman to the summer program at MIT which is connected with the MIT/Harvard Program on Negotiation directed by Professor Lawrence Susskind. The MIT Urban Planning Department and the Harvard Law School have jointly formed this Program, which we have found to be extremely supportive of our efforts to introduce the techniques and theories back into our undergraduate professional curriculum.

Last year we provided coursework and workshops in negotiation and mediation techniques to both our second year and our third year urban planning students and two of these students (funded by a federal employment grant) continued this past summer to develop new casework material relating specifically to community planning situations in the Canadian municipal context.

Local professional planners have noticed our efforts in the classroom and have asked that we modify our course format to make it possible for practitioners to take such courses. We have now given a number of staff development courses to municipal planning departments through our Continuing Education department in the form of intense 2-3 day workshops. We are conducting similar workshops for the Ontario Professional Planners Institute (the Ontario affiliate of the Canadian Institute of Planners) as part of its professional education program in which we are taking our workshop on the road throughout the Province in a program that extends into the summer of 1987. We are also currently working with the Ontario Ministry of Municipal Affairs in staff mediation instruction.

These professional workshops provide local planners with a number of advantages:

- a concentrated exposure to the techniques and theories of principled negotiations applied to public dispute resolution and planning for community development;
- the opportunity of dialogue with other professionals about common problems which local planners and public administrators face in attempting to resolve the inevitable conflicts which arise between interest groups concerned with community development issues from re-zoning the local gas station site to locating group homes in the neighbourhood, agreeing on the particulars of an official plan amendment, the planning and design for a new community centre, etc;
- the opportunity of examining one's own personal skills of interaction with other individuals and with conflicting interest groups, including the professional ethics questions of the planners' values versus the objectivity needed to achieve resolution;
- the opportunity to examine the range of roles that the planner may play according to the nature of the public dispute and the parties involved;

We, the professional instructors, have also benefitted. Each feedback session gives us more insight into the problems and possibilities of applying the principles of mediation to the community planning field. Out of our teaching experience will evolve a more effective base in both theory and practice applied to Canadian community development, which we as a professional school will be able to relay back to our profession. We believe this to be a legitimate and useful role for our School in its iterative dialogue with the professions and the community.

The School is extending its experience by offering assistance to community interest groups in its laboratory work. Actual community land use and development issues are addressed by our classes in which we now more skillfully mesh the technical problems with the interests of the people involved. Our labs create the "neutral ground" for the various interests to discuss the issues and their differences and we increasingly see both our planning students and the community groups becoming more sensitive to and more skillful at principled negotiations.

We are beginning to envision the feasibility of a university based program on planning mediation in concert with municipal and provincial planning agencies, which would carry out integrated activities in theory building, instruction and provision of mediation services.

The Institute As Mediator

Often as not a public dispute between conflicting interest groups around a community development issue will not be perceived as needing mediation until the parties have tried most every other avenue on their own and seem to have reached impasse. By then the chances of agreement are diminished by the extent to which the parties are psychologically wedded to conflicting positions. Sometimes only then, in cases where the parties still want an agreement badly enough, can a neutral mediator be accepted by all parties.

In such cases, particularly disputes involving public issues, the parties may be well advised to turn to the local university for help. Agreeing among themselves to seek mediation is the first conciliatory step, and instead of further struggle to agree upon an individual to serve as mediator, all parties may be more comfortable with referring the matter to a reputable institution such as the urban university and leave to it the selection of a competent individual or team to assist in resolving the dispute.

Less common but perhaps far more logical is the situation where the parties may look to the process of planning mediation before they have reached psychological points of "no return." Increasingly we are seeing examples particularly from the U.S. where planning mediators (often urban university based) are called in by politicians and government agencies, community groups and occasionally the courts to assist in dispute resolution, comprehensive plan-making, policy setting and the development of regulations. A local Massachusetts town for example recently called in Lawrence Susskind to co-ordinate a comprehensive long range "negotiated investment strategy" for the town which ultimately required commitments by City Council, the banking and development industry, state agencies and neighbourhood organizations.

The university may be invited because of its institutional reputation of public service and because it represents such a wide range of disciplines. The university must then look to its teaching and research staff to select the proper person to serve as mediator. The criteria should be (a) the person's objectivity, (b) her/his mediation skills, and (c) her/his contextual knowledge. Some argue that objectivity and skill are sufficient, but most experienced in community development verify the importance that the mediator also bring to the table a working knowledge of the technical areas essential to the question.

When called upon, the university based mediator can choose between a variety of mediation roles:

1. the situation may only need facilitation: a neutral place to meet, someone to make the arrangements and perhaps suggest the agenda for discussions and the sharing of information;

2. the university may be approached by one side, in which case it may find itself being a negotiator instead of mediator. This need not imply a role as advocate for a particular interest, but rather one who is able to speak on behalf of one party about setting out a negotiating procedure based on principles of shared information and a creative search for joint gains.

3. there are at least three different roles one may play as a mediator: (a) one may be asked by the conflicting parties to assess each set of interests and positions, and then advise each party of an overall view of the alternatives and

possibilities for resolution, leaving the response and direct dialogue between the parties to their initiation; (b) one might be asked to guide direct dialogue between the parties as the co-ordinator of formal mediation proceedings; or (c) one might apply shuttle mediation techniques of going back and forth between the parties until a resolution takes form. In most cases a common role is to assist in formalizing the resulting agreement and get all parties to ratify it to (minimize the chances of misunderstandings).

Caution Signs

Early skepticism is worthy of examination:

1. University administrators and faculty may worry that involvement in public dispute resolution could damage the independent image which the university enjoys within the community. While I agree that the university must be extremely careful before agreeing to enter the fray, it is equally important that universities not avoid the fray for in my view, this would be avoiding a responsibility to provide society with access to resources which the urban university may uniquely possess and which may be essential to achieving fair and wise solutions. Indeed has not society accepted the principle of university tenure on the principle that faculty will wish to be involved in such intellectual frays? Surely if we can be of assistance we must.

2. Should the mediator be acting solely on his/her own or on behalf of the university? This is not a different question than to ask who we represent in a classroom when he/she stands before the class: one's conduct as the mediator reflects both on oneself and on one's institution. It would neither be right for the individual to deny personal responsibility nor for the university to deny its valid institutional role.

3. However, be aware of the hidden agendas and the potential imbalances of power. Question legitimacy of the party's willingness to negotiate. Avoid allowing the university to be used as the unknowing tool in a plot to misrepresent. Consider acquiring guarantees and establish contingencies as part of the final agreement.

With more experience we will acquire more confidence as university based mediators of public disputes. The University of Virginia for example has recently formed an Institute for Dispute Resolution and is compiling an impressive record of successful casework. MIT and Harvard are even further along as a joint centre, producing casework experience, journals full of new theory, and graduates with unique abilities and research records in this field.

Ultimately the greatest advantage to the university will be to build upon its reputation, its role in the community and its objective credibility among community interest groups to strengthen its own vital network in the community it serves and upon whose support it depends.

THE UNIVERSITY AND THE CITY: PARTNERS IN SOCIAL CHANGE
THE UNIVERSITY OF RHODE ISLAND URBAN FIELD CENTRE

Marcia Marker Feld, Associate Professor
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Introduction

In 1985 the Graduate Curriculum in Community Planning and Area Development at the University of Rhode Island was reviewed by the Association of Collegiate Schools of Planning/American Planning Association's Site Team on Accreditation. The Accreditation Report noted:

> The Urban Field Centre represents a highly creative and unique application of social planning methods in the public arena. The Site Team commends this innovative public service and urges published documentation of its operation in Planning Journals for potential technology transfer application.

In describing the external relations of the Department, the Report said "of particular note are the activities of the Urban Field Centre and their linkage with the area public school system."

This paper describes the underlying paradigm, early development and current activities of the Field Centre. It then responds to the question implicit in the Accreditation Report: Is the Field Centre an appropriate model for technology transfer application in an Urban University setting. Would the organization and management style, based on the U.S. Cooperative Extension mode, be a useful way for urban universities to focus their resources and develop partnerships for social change with cities, community groups, school systems and individuals.

Paradigm of the Urban Field Centre

The University of Rhode Island, the land grant university of the State of Rhode Island and Providence Plantations, was founded in 1892 in response to the Morrill Act's 1862 call to provide technical services and an educational process for the surrounding communities and the State based upon the research at the University. At that time, the majority of the state population lived in rural communities. The service role of the University consisted mainly of providing this technical assistance and educational opportunities to the farm population. As the urban wave covered Rhode Island, the need for the service obligation changed. In the 1960s the University added a Graduate Curriculum in Community Planning and Area Development (CPAD), located on the Main Campus in Kingston, in South County, a rural part of the State.

In the fall of 1971, CPAD began to expand its involvement in the area of urban problems and policy analysis. Students and faculty, White and Black felt that the Department was not able to fully serve the northern urban part of the state from its rural location in Kingston. They along with the Dean of the College of Resource Development and Cooperative Extension shared these concerns about the lack of University response to the urban minority and poor. Later that year, an urban research and planning centre was established in the Capital City of Providence.

The origins of the Urban Field Centre lie, in part, in the normative commitments of the planning profession to respond to urban problems. These professional norms include adherence to notions of social justice, equity and access to the economy, empowerment in decision-making and equal opportunity for low income and minority urban dwellers. These commitments drove the Centre to increase the direct relationship of the Department to the inner city neighbourhoods, organizations and municipal planning agencies. The Centre began by providing an urban location for planning and research by the graduate students and faculty. It provided a structure with which all students, and Black students in particular, could identify. The plan was to use the Centre as a resource facility for state and local organizations and groups desiring general assistance in planning and related activities. It was initially funded by CPAD, the University, the Rhode Island Department of Education and contract research funds.

In 1974 the first faculty/director left to attend the doctoral program at MIT. The new director, also a member of the faculty, was presented with a mandate to continue to provide and enhance the services of the Urban Field Centre to the urban communities and to bring the Centre into closer alliance with Cooperative Extension.

In preparation for carrying out this mandate, the rather sparse literature on the relationship between Cooperative Extension, the Agricultural Experiment Station and urban concerns was reviewed. One monograph seemed exceptionally relevant, a Ford Foundation report, published in 1966 entitled Urban Extension; A Report on Experimental Programs Assisted by the Ford Foundation. The thrust of the Report was that "the Land Grant University should do for the urban areas what the land grant colleges had done for the nation's farm population,...taking the knowledge of a scholar into the community and extending the outreach of its influence into all phases of urban life...."

Between 1959 and 1966, The Ford Foundation had granted about $4.5 million for experiments in applying University resources directly to the problems of American cities. Citing key demographic statistics, the Report indicated that in 1862, 85% of the population lived in rural areas and in 1966, 75% lived in urban areas and concluded that if "the community has changed in location, ethnic composition, economic activity and needs for services, the Land Grant University must accommodate accordingly if it wishes to remain a relevant and progressive force." The Report identified several beneficial by-products of the "War on Poverty" including a working liaison between universities and government agencies where the University was looked on as a neutral forum outside of a partisan political framework. The questions raised then remain as relevant today as two decades ago in dealing with the issue of the university and the city as partners in social change. Some of the questions raised were:

- Is the University structured to assume urban commitments?
- Are there limits to University engagement in community conflict?
- Is the University inhibited from involvement in local politics?
- What is the system of rewards for staff involvement?
- Is the work scholarship, research or service to the community?
- Are differences between cooperative Extension, Agricultural Experiment Station and academic departments more sharply drawn by tradition than conditions warrant?

The Report described the demonstration projects of several universities which piloted the urban extension program including Wisconsin, Rutgers, Delaware, University of California at Berkeley, Oklahoma, Missouri, Perdue, Illinois and ACTION, a housing action group in Pittsburgh. By and large, the Report concludes, the urban extension program was a moderate success in part due to the impact of some of the issues cited above.

URI CPAD Urban Field Centre, CES

Using the successful components of the demonstration projects as well as suggestions in other literature about CES, a proposal to the Dean of the College of Resource Development/Director of Cooperative Extension was developed which was grounded in the nature and activities of the field of urban planning. A key stance was of the planner as mediator and the role of the constituency in all aspects of the planning process. The centre player in this model was the urban field agent; the key management process was the interdisciplinary teaming approach towards problem-solving. This model, approved by the CPAD faculty, was piloted with seed money from Rhode Island Cooperative Extension. It created a small organizational core led by a faculty/director teaming with an urban field agent and a project-specific head. The urban field agent was the new element linking the successful work of the County extension agent with the new and growing concerns for the urban poor and minority groups. This team, and the strategies which they pursued, translated the social policy commitments of the planning field and Cooperative Extension of equity, access, equal opportunity and empowerment into specific programs for meeting the needs of the urban poor and minority population. The reorganized Urban Field Centre began in the spring of 1976 to define and develop this model pragmatically and to create ways in which such a model could be refined and continued. The major characteristics of the Centre were as follows:

a) The Mandate

The Mandate is to serve the people of the State of Rhode Island and Providence Plantations in the tradition of the Land Grant Colleges and Cooperative Extension.

b) The Goal

The goals are to build upon the work of the Land Grant College, Cooperative Extension and the urban planning field focusing on urban and regional issues.

c) The Target Population

The target population was defined as the eight cities of Rhode Island; their government and school systems, community agencies and local groups; state agencies whose primary concern are urban problems; components of the University; locally based regional agencies and the Rhode Island General Assembly and Executive Branch. The clients range from the newest immigrant group, the Southeast Asians, the Hispanics, the Black community, the low income and blue collar ethnic communities - the Italo-Americans, the Portuguese, the Irish communities.

d) The Organization

The Field Centre is characterized as a social change agency which is placed in a University structure. Utilizing the Cooperative Extension mode, a Board was developed to provide advice and policy direction to the staff. In the initial model, the board consisted of the planners of the eight cities, representatives of the key state agencies and several community representatives. The core staff included an Executive Director, an urban field agent and several project-specific heads. The Executive Director is a full-time tenured faculty member of the Graduate Curriculum in Community Planning and a CE specialist. She reports to the Chair of the Planning Department and the Dean of the College of Resource Development who is also the Director of CE. The management model adopted by the Field Centre is an interdisciplinary group which teams an urban field agent with university faculty and staff to provide planning information, technical assistance (proposal writing, needs assessments); applied research (planning and policy analysis); and management and strategic planning training.

An increasingly important service is to act as a facilitator and catalyst/broker with the target population.

The urban field agent is an information communicator, policy analyst, and catalyst within the various communities which comprise the state. The agent acts as a key interpretive link between new technology and information and these communities. The basis of the field agent has its historical roots in the U.S. Department of Agriculture's Cooperative Extension Service, which has been called "a native American idea." The function of the extension agent, usually operating on a county level, is to "carry information from laboratory and classroom directly to the people on the land...disseminating knowledge among those who can use it, and to work with local people to identify and solve problems." In addition, the urban Field Agent works with the Advisory board and is a liaison to the potential client groups. Utilizing this model, the urban field agent team was conceptualized as an archetype and applied successfully for several years with some modification. Practice indicated that the Field Agent became a de facto inter-project coordinator and began carrying out Field Centre administrative activities which did not fall into any of the specific project areas.

The initial model is currently operational in modified form as a result of the testing process, and of severe cutbacks in state and federal funds. Since the Centre is no longer funded for the urban field agent position, the responsibilities and commitments of the agent have been built into the project-specific heads and their teams. The outcome is a new model, a collaborative urban field agent team organized on a project basis. Each team is composed of persons with interdisciplinary skills joined by different institutions and constituencies and operating on a cooperative/collegial mode of behaviour. An example is the Project Discovery team composed of the Urban Field Centre Executive Director, (an urban planner), the Associate Director of the URI/Providence School Department Partnership (education/management), the program coordinator (4-H and history); the program developer (journalism); program administrator (business administration); Senior URI Faculty in Oceanography and Providence School Department, Assistant Superintendents for Elementary and Secondary Education, the principals of the elementary schools and two teachers. Similarly the Advisory Board was phased out when the Urban Field Agent position ended. Instead, each Project has an advisory component, usually a Board, composed of constituents of the Project's programs, community agencies or professionals in the field. The project head is the liaison to the advisory group.

e) The Staffing Pattern

The staffing pattern, responsibilities and funding support are:

Director: Faculty member with released time through contract research or University CE activities. Performs policy, outreach, development activities & proposal writing, support for the content of the Projects.

*Urban Field Agent: Performs daily administration of Field Centre, overall management of office, outreach, information extension and catalyst/broker. (Position funded by Cooperative Extension or Office of the President).

Project Managers: Also titled Assistant Director or Associate Director of individual projects. Performs project management, supervision and administrative support to Project staff (Position funded by Contract research).

Project Staff: Program coordinators, program developers and research assistants are a part of the implementation team of each project. (Positions funded by Contract Research).

*Technical Specialist: Performs identification of funding sources, proposal writing, support to projects (Position funded by overhead).

Graduate Students Assistants: Research assistants (Positions funded by in-kind contribution from CPAD and Contract Research funds).

Clerk-typist: (Positions funded by Contract-research funds).

* This position is not currently funded. The responsibilities have been absorbed by the senior project manager staff.

f) The Funding

The Field Centre is currently supported by a combination of funding sources. The Director is a full time tenured faculty member teaching a full course load and carrying out the directorship functions as a part of her Cooperative Extension responsibilities. Additional time can be made available with a "buy-out" of courses. (Released time could also be an option); one graduate student research and grants. Among the funders of the Field Centre in its decade of work are all three sectors.

i) The public sector - Federal: the U.S. Department of Education, the U.S. Department of Health and Human Services, the U.S. Army Corp of Engineers; the U.S. Bureau of the Census; State: the Rhode Island State Department of Education, the Rhode Island Department of Social and Rehabilitative Services; the Rhode Island Department of

Environmental Management; Local: the City of Providence Mayors Office of Community Development; the Providence Public Schools.
ii) The private sector - Fleet Bank, Citizens Bank.
iii) The non-profit sector - The Ford Foundation, the Rhode Island Foundation, the Genesis Foundation, NASULGC, The June Rockwell Levy Foundation.

In addition, the Office of the Vice President of URI provides a stipend for a specific minority math/science project. In-kind infrastructure support is provided by The University, (particularly CPAD and Cooperative Extension), the Providence Public Schools, and The Rhode Island State Department of Education. The average annual budget ranges from $150,000 to $300,000.

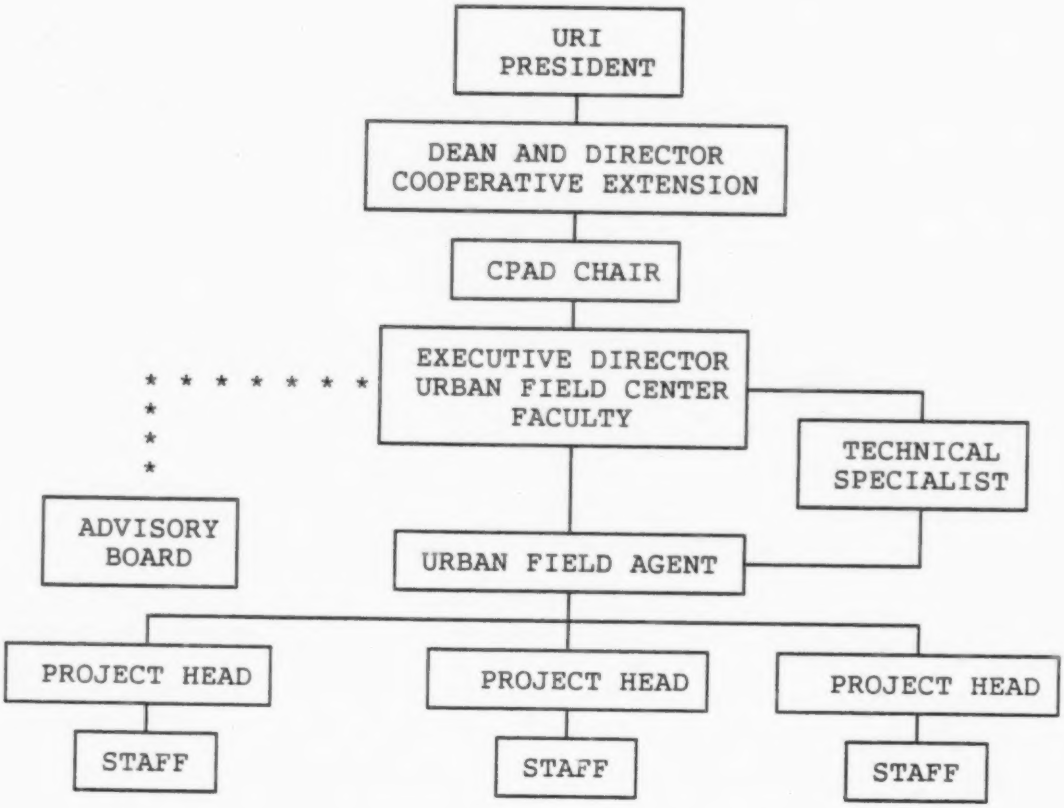
g) The Roles

The Field Centre plays a number of roles with its different constituencies such as the State, the cities, the University and the Graduate Planning Department. The roles of the Centre include the provision of technical assistance to government units, agencies and community groups; to transmit planning and policy analysis skills to non-traditional practitioners; to act as a laboratory to develop pilot programs for agencies, governmental units, and community groups; to act as a catalyst/broker between agencies and citizens; to act as a facilitator between citizens and government agencies on policy and program issues; to train the public in planning and policy analysis skills; to utilize the information developed in applied research projects for service programs; and to represent the University and Cooperative Extension in the cities and increase their visibility as a resource to the cities, state and government.

The role of the Centre in the University is to provide staff support to the University administration and faculty on urban concerns; to act as a laboratory for training planners through apprenticeships, internships and field placement; to provide financial support for planning students through contract research; and to be a vehicle for funding faculty developed planning projects.

The Centre also serves a symbolic role. Since the minority groups in Rhode Island are largely concentrated in the cities in the northern part of the

FIELD CENTER ORGANIZATION CHART



state, the Centre is perceived as the commitment of a largely rural University to the urban citizens of the state, as well as a symbol of its interest and direction in urban affairs. It is an urban activities centre. It is a space that is used to further the urban interests of faculty, students and community. It provides meeting rooms, classrooms and facilities for research, learning and training. It is a social setting for interaction, for faculty discourse and for gathering of students and others having similar urban interests. Lastly, the Centre provides a framework for the identification of projects that are undertaken jointly with community and governmental organizations.

h) The Work

The work of the Field Centre is characterized as information extension, technical assistance, informal education, catalyst/broker and action policy/planning research. The Centre staff emphasizes citizen participation and constituency-based planning in all aspects of their work. Below is a topology of the work with illustrative projects and funding sources.

Information extension through management training programs, comprehensive and strategic planning seminars, citizen participation workshops and conferences.

- Title XX Management Training Program (Rhode Island Social and Rehabilitative Services).
- Parents As Partners (R.I. State Department of Education).

Technical Assistance is planning and policy analysis including legislative impact analysis, planning feasibility studies, program implementation, proposal writing, program evaluations.

- University School Pairing Project (Providence School Department).
- Partnership Program (Providence School Department).
- Law Related Education - The Ocean State Centre for Law and Citizen Education (22 School Districts - US Department of Education).
- CETA Worker Project (U.S. Department of H.E.W.).

Informal Education services through advisory committee meetings, conferences, newsletters and monographs.

- Magnet Newsletters (Central and Hope High Schools).
- Conference on Alternative Dispute Resolution (U.S. Department of Education).
- Blackstone Valley Conference (15 agencies, RICH).
- Monograph Series on R.I. Coastal Zones and Open Space (NOAA).

Catalyst/Broker activities bringing together individual agencies, units of government or others to plan and develop conferences and to carry out planning and policy projects and programs.

- Big River Reservoir Citizen Participation Project (U.S. Army Corp of Engineers).
- Land Management Bill (R.I. Assembly).
- All Providence School Volunteers Collaborative (R.I. Foundation).

Action Policy/Planning Research activities including program development and implementation process recommendations.

- Providence School Desegregation Plan and Updates (Providence School Department).
- Neutral Site Planning Project (U.S. Department of Education).
- Social Services Goals Analysis and Strategy Development (R.I. Social and Rehabilitative Services).
- GBF Update of DIME File (U.S. Bureau of the Census).
- The Feasibility of a Grade Level Reorganization Study for the Providence K-8 Schools (Providence School Department).

Although the actual type of service has shifted over the years with the requests of the clients, the interest of the director and staff and the availability of funding, the client group has remained constant - the urbanites previously ignored by the Land Grant University.

The specific work activities have included: needs assessments, program development, evaluations, demographic analysis, feasibility studies, budget analyses for municipalities, training programs for management and teaching strategies, community advocacy for curriculum infusion, conferences, meetings, workshops, technical assistance through proposal writing, governmental reorganization recommendations, surveys, evaluations, and monographs on specific subjects.

In the last several years, the Field Centre has emphasized the use of comprehensive planning and policy analysis techniques in a community based process particularly with the social services through operating a three year Title XX Management Training program for the State Social Service Agency and with urban public education by creating and maintaining the first public education partnership in Rhode Island - initially pairing the Urban Field Centre with Central High Schools' Government and Law Magnet Program and now a partner in a K-16 public education system with the Providence Schools and with the Rhode Island Judicial system by developing Rhode Island's first law-related education collaborative - bringing together educators, lawyers, judges, courts and the university - a comprehensive approach to social concerns.

The Field Centre today has three major components which in turn encompass a number of specific programs. They are:

1. The URI/PSD Partnership Project - the NASULGC Partnership
2. The Law-Related Education Project - The Ocean State Centre for Law and Citizen Education
3. Technical Assistance - Action Research Through Planning and Policy Analysis Studies

A brief overview of these projects indicates their scope and the underlying notions of social equity and equal access buttressed by the legitimization of intervention through constituency participation. The Centre has emphasized its work with urban public education because of the city planner tenant that public education is a key system of the city and one which can most readily provide access, equal opportunity and capacity building for low income and minority persons.

The Partnership Project

1. The core program which pairs the University with all grade levels from Kindergarten to twelfth grade and particularly with the Magnet programs in elementary and high schools. The success of this program is in part, due to the on-site program developer in each school. Our activities range from seminars on post-secondary admissions, financial aid, career fairs, field

trips, internships, shadowing, mentoring, other curriculum components; newsletters and grant-writing at the request of the principals.

2. TIMES2 - To Increase Minorities in Engineering and Science is a non-profit firm whose Board is composed of the corporate, community and educational worlds. The program encourages minority and low income youth in middle and high schools to expand their knowledge in these subjects. URI and the Partnership provide a summer program for 9th and 10th graders; on-site assistance to the teachers and students in the schools identifying speakers, field trips and curriculum materials. Two winter semester Saturday programs at the School of Oceanography and the College of Resource Development are offered.

3. NASULGC Partnership - The Partnership is one of sixteen grantees of the Urban Division of the National Association of State Universities and Land Grant Colleges. Under these auspices, we have developed a twofold approach to our goal of an articulated K-16 public education system for Rhode Island. The senior CEOs meet in a policy steering Committee and the Deans of the Colleges and Directors of our special Programs meet with the Principals of the Providence Schools in three subcommittees established by the Taskforce: Urban Initiatives; Early identification of candidates for post-secondary education; and Math/Science in a K-16 feeder pattern.

4. School Volunteers Collaborative - the Field Centre was asked by the Superintendent to facilitate the organization of a city-wide school volunteers program with an Advisory Committee of Providences' several excellent school tutorials. This project is nearing completion and will spin off as an independent agency shortly.

5. Southeast Asian Project - Providence is a New England terminus for America's newest immigrant groups. One out of every eight public school student is from a Southeast Asian country. The problems encountered by these communities are in some way reminiscent of those problems of each immigrant group including cultural structure and learning style. There is a need to understand the nature of the students and how best to educate them. Funds have recently been received from the Ford and the Genesis Foundations to provide in-service training to teachers, curriculum supplements and direct

services to the students and parents to increase their understanding of the opportunities available to them.

6. Project Discovery - is an early identification and drop-out prevention intervention program which targeted at-risk fifth and sixth graders enrolled in six Providence elementary and secondary schools for enrichment and career role modeling activities in science and mathematics.

The Law-Related Education Project - The Ocean State Centre for Law and Citizen Education

1. To utilize Law-related education in middle and secondary schools as a way to encourage the learning of basic skills by providing LRE demonstrations in the classrooms; infusion techniques workshops; workshop on current Supreme Court decisions and responding to requests from teachers for resource information and field trips to the courts.

2. To encourage collaboration among school districts for comprehensive long range planning through an LRE Consortium of 22 School Districts. The Consortium offers curriculum development resources, teaching training workshops, a graduate level summer session course on how to use the community in the classroom, conferences and direct services.

3. To serve students through a State-wide Law Day which provides moot courts, symposia and round table discussions for over 700 secondary school students from over 80% of all Rhode Islands' school districts.

Technical Assistance - Action Research through Planning and Policy Analysis Studies

1. Education system planning with a major facilities study for the Providence Schools which recommended a reorganization of the grade levels.

2. An update of the Providence Desegregation Plan which resulted in a new elementary school configuration including a number of new magnet elementary schools.

3. A collaborative of Business, University and Public Schools to develop a comprehensive plan of action for the Schools on drop-out prevention through

coordinating all current programs and providing a consistent data based information system.

Conclusion

Is the Urban Field Centre an appropriate model for technology transfer application? Would the organization model and management style, built upon the Cooperative Extension approach and predicated upon the normative commitments of urban planning be useful for the many and varied urban universities in the United States and Canada? Is this a successful way for urban universities to focus their resources and develop partnerships in social change? A review of the last decade indicates an affirmative response. Here is a model that has worked; it has been refined in the last decade to be sensitive to the many groups in the urban communities and to be understanding about their needs including that of controlling their own destinies. The Urban Field Centre and the team of faculty/director, urban field agent, project head in an interdisciplinary approach to community based planning, program development and implementation is a format which uses the multiplier effect to best advantage.

With an in-kind contribution from the University and a relatively modest outlay of seed money from Cooperative Extension, the Urban Field Centre has intervened in a variety of difficult urban systems where the expertise of faculty and staff can make a difference for the better. The multiplier effects in using faculty and staff to transmit research findings and provide direct services through technical assistance and informal education can extend the insights of professional research quickly into operation. The educational role of the University is enhanced by this process. Moreover, as the University works with existing institutions to deal with emerging urban problems, it can help to focus the financial resources of the federal government and the non-profit sector on specific areas identified by the urban population and its agencies as critical.

The mandate of the Urban Field Centre is, in concert with the other components of the Land Grant University, to serve the people of the state.

Its goal is to build upon the work of Cooperative Extension and extend it into the urban places of the state, utilizing the methods and techniques of the field of urban planning. Focusing upon the eight cities of Rhode Island, its government and public school systems, community agencies and groups as well as state agencies whose work lie in the urban areas, the Field Centre has taken as its charge to provide social equity, access, equal opportunity and empowerment to the low income and minority urban residents through a number of programs and projects. The Field Centre has met this charge and will continue to do so.

THE UNIVERSITY AS A CATALYST FOR CHANGE IN AN URBAN ENVIRONMENT

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BACKGROUND AND HISTORICAL PERSPECTIVE

Although universities have historically been on the leading edge of change in generating and transmitting new knowledge, they have seldom realized their full potential as change agents in the communities surrounding them. While able to make substantial contributions to knowledge, they have generally had less success in applying the fruits of learning and research to alter the status quo or to carry out planned innovations in their service areas.

Perhaps the most striking exception to these broad generalizations has been the experience of the Land-Grant universities in the United States over the past century. Prior to their beginningS in the 1860s, both the functions and the curricula of American colleges were narrowly rooted in the classical tradition. However, the Morrill Acts, with their emphasis on "agriculture and the mechanic arts" (but, "without excluding other scientific and classical studies"), encouraged the development of dynamic, new institutions with a greater concern for societal relevance and economic need. The Land-Grant colleges - at least one in each state - were dedicated to promoting "the liberal and practical education [emphasis added] of the industrial classes in the several pursuits and professions in life." With only ten per cent of the population going on to higher education, these colleges provided a large proportion of the total educational opportunity available to the nation.

The results were truly remarkable. The environment, which was 85 per cent rural and agrarian, was transformed in an agricultural revolution. Through research and extension programs, emanating from the college campuses and agricultural experiment stations, American agriculture became the most productive in the world. At the same time, engineering education and research enabled America to take the lead in technology. The broadened access to higher education wrought equally profound changes in our society and culture.

Today, in the waning years of the twentieth century, both the environment and the challenges to higher education have radically changed. With 85 per cent of the population now living in cities, universities must deal with the problems of advanced urbanization, including (but not limited to): crowded and inadequate housing, ethnic frustrations and conflict, persistent unemployment and "underclass" poverty, high crime rates, transportation paralysis, inadequate schooling, ineffective local governments, and eroded tax bases. Urban universities must help their communities cope with the major dislocations resulting from the transformation of the nation's economic base from industrial to post-industrial, from a manufacturing society to one which is service-oriented, hi-tech, and information-based.

The need, and the universities' potential to respond to it, has been recognized by the Congress of the United States in the Urban Grant University Program (Title XI), authorized some years ago, but never funded. This legislation recognized that "there exists within the nation's urban institutions an underutilized reservoir of skills, talents, and knowledge applicable toward the amelioration of the multitude of problems that face the nation's urban and metropolitan areas." Unfortunately, neither the government, through its financial support, nor the universities, through their actions, have managed to move very far toward the full realization of the implications of this declaration.

To be sure, individual urban institutions have responded to the challenge in exemplary fashion. They are contributing in important ways to the solution of urban problems, and to the enhancement of life in our metropolitan areas, just as the Land-Grant colleges helped address our agrarian challenges in the last century. Their urban location provides greater opportunities to reach those in need of training and retraining in advanced skills. It also affords access to businesses in need of technology transfer and managerial advice, schools in need of partnership opportunities to enhance curricula and professional development, and local governments in need of expertise to improve operating efficiency and stimulate economic growth. The metropolitan base also offers students greater employment opportunities, including cooperative and internship programs. Students and faculty alike benefit from the vast social laboratory furnished by the cities to supplement formal classroom instruction. If urban universities are responsive to specific community needs, they can enjoy invaluable local support - financial as well as technical and moral.

At the University of Louisville, we have attempted in several ways to address these challenges and opportunities to act as a catalyst for urban change. Historically, the University has been an urban institution, since the founding of its original academic units by the Louisville city government in 1798. Over the years, the University's contributions to the economic, civic, and cultural life of Louisville and Kentucky have been highly valued, as has its education of business, professional, and governmental leaders. Today it enrolls over 20,000 students in a dozen undergraduate, graduate, and professional schools.

During the past five years, the University of Louisville has experienced dramatic and far-reaching changes as it has implemented an outreach strategy to improve the linkages between the University and the urban community. This strategy may be characterized as having four interrelated, yet clearly identifiable, aspects:

- the implementation of several structural and organizational changes to facilitate linkages with the urban community;
- the development of a University strategic plan, which focuses on innovative ways to implement the University's urban mission;
- an ongoing and systematic assessment of urban community needs;
- a systematic evaluation of the use of University services and technical information to deal with urban problems.

STRUCTURAL AND ORGANIZATIONAL CONSIDERATIONS

The evolution and present structure of the University of Louisville is a complicated one, which includes a history of decentralized administration and division into some twelve major academic units. Although it has always had a keen appreciation of its urban responsibility, it was not until 1977 that the "urban mission" was given to the University by the State Council on Higher Education. Throughout the decade of the 1970s, however, efforts were made through the traditional academic units, to respond to the increasing need to establish meaningful "linkages" with the urban community. These efforts were, in part, successful, but it became increasingly clear that some structural and organizational modifications would be necessary if the University were to realize its potential and accomplish the long-range objective of becoming nationally recognized as a major urban university.

Establishment of the College of Urban and Public Affairs

In response to one of the major recommendations of a special University-wide steering committee on long-range planning and priorities, the College of Urban and Public Affairs was established in the Spring of 1983. This new unit was conceived as one intended to serve as a multidisciplinary hub for study, research, and service in areas of relevance to urban societies. As such, the College combines a number of programs with outstanding traditions of professional preparation, research, and service in an urban setting. In addition, the programs selected to form the basis of the College were chosen because, collectively, they derive their functional identity from a common concern for the interrelated aspects of applied community affairs and research.

The major components of the College include The Kent School of Social Work, the School of Justice Administration, the School of Urban Planning and Development, and the Urban Studies Centre. The history and curriculum design of each component is briefly described.

a) The Kent School of Social Work

The accredited degree of Master of Science in Social Work has been offered continuously since 1936 by the Kent School of Social Work. More than 2,000 Kent School graduates have assumed leadership in providing both direct and indirect social services in Kentucky and throughout the nation. Students in the School of Social Work pursue a curriculum which is organized to prepare them for emerging roles in urban practice: supervision, health planning, staff development, program management, and primary prevention. The concentrations are directly related to innovative employment opportunities which exist in local, state, and federal government agencies, as well as in private organizations.

b) The School of Justice Administration

The School of Justice Administration has three major components. Its Degree Programs Division offers undergraduate degrees in police and correctional administration, and the degree of Master of Science in the Administration of Justice. The Southern Police Institute (SPI), founded in 1951, is a pioneer in modern police education and enjoys an international reputation for excellence in educating administrators in public police agencies, as well as for offering a variety of short seminars for public police personnel. SPI graduates occupy senior police managerial positions throughout the nation and in many foreign countries. Its alumni association is the most active in the University. The National Crime Prevention Institute (NCPI), founded in 1971, has a similarly distinguished history. As the first such program established on a national scope in the United States, NCPI has educated many thousands of representatives of American law enforcement, other governmental agencies, community groups, and private businesses and industries in "state of the art" crime prevention.

c) The School of Urban Planning and Development

This is a new school which houses both the Institute of Community Development and the Systems Science Institute. From its inception, the Institute of Community Development has focused on broadening the perspectives of those already involved in some aspect of community life. The purpose of the Master of Science program in Community Development, as well as the continuing education programs in the Institute, is to make generalists of them all. By broadening the experience of students through thoroughly interdisciplinary programs, the Institute helps to increase the range of their freedom and versatility in their professional careers; it also serves to increase their awareness of the highly interactive and multidisciplinary nature of our societal structure.

The Systems Science Institute offers an interdisciplinary Master of Science degree in Systems Science and conducts internationally recognized basic and applied research. Systems Science is a quantitatively based discipline which adopts holistic approaches to complex problems, including information systems and health systems. The School of Urban Planning and Development will provide the home for many new programs being mounted in the College, including the Labour Management Centre and the doctorate in Urban and Public Affairs.

d) The Urban Studies Centre

The Urban Studies Centre is an applied research organization with a national record of distinguished accomplishments in public policy development and analysis. The Centre is financed primarily through external funding, attracting some 14 per cent of the University's total extramural research dollars. The Centre regularly undertakes research for a wide array of governmental agencies at the federal, state, and local levels and is designated as the state's official demographer.

Through a merger of these three Schools and the Urban Studies Centre into the College of Urban and Public Affairs, the University has made a major statement, by its organizational realignment, about its urban mission. That's only part of the story, and, in some ways, not the most exciting part.

Part of the responsibility the College of Urban and Public Affairs has in assuming this lead role in implementing the urban mission is to serve as a catalyst in establishing linkages with the community, to coordinate much of the outreach activity and serve as a linkage with other University units in carrying out the urban mission.

In order to accomplish this part of our mission, it has been important to think imaginatively and respond to the challenge in ways in which many university faculty and administrators have not been accustomed to doing. The dynamics of organizational change have to be conceived with a depth of understanding seldom required merely to maintain the status quo.

The philosophy of the College is to position itself to gain maximum flexibility, be responsive to perceived community needs, and be in a position to develop new programs in a very timely fashion, with a respect for faculty prerogatives, all the while maintaining a posture of high academic standards. This has required, and will continue to require considerable patience in a very complex organization, with all its normal inertia, during a time of rapid change to meet the needs of the urban mandate.

We have taken several important innovative steps to improve the capability to be responsive, in a timely fashion, to perceived community needs.

e) The College Programs Centre

This Centre, located in the Dean's Office, provides a platform for new, often interdisciplinary, experimental program initiatives. A program introduced in the College Program Centre might well evolve into a full-range, permanent program under one of the components of the College. Others of short-term duration, might appear, serve their purpose, and be phased out. It is possible (and this is a most important point) for a program to be started initially in the College Program Centre and, after a period of time, it may be determined that it more appropriately belongs in another College or School in the University. Transferring a program to another unit must be a legitimate option if we are to inspire the confidence of the University, as well as of the larger community. We presently have several examples in which this option has been exercised: Family Therapy, Ecology and Environmental Studies, and Equine Administration.

Developing Purposeful Linkages with Other University Units

One of the tenets of our philosophy is that society's problems are not separated into academic disciplines. Accompanying this perspective is the notion that meaningful linkages to the community, whether in the areas of research or service, should not be impeded by internal difficulties relating to an inability to organize the resources to respond to a given need. This, as you know, is much easier to agree to do in principle than it is to carry out. It has been one of the most difficult areas for successful implementation. However, over the past three years, there have been some notable success stories. These include:

- A joint venture with the School of Business which resulted in a significant contract to conduct an impact study on the efforts of Toyota's $800 million automobile plant now under construction in Georgetown, Kentucky.
- A successful bid to co-sponsor the Journal of Urban Affairs with the Urban Affairs Association. We have co-editors from the College of Urban and Public Affairs and the College of Arts and Sciences. In addition, the associate editors come from the Arts and Sciences, Engineering, and Business schools. In this particular instance, the ability to bring together the best talent the university has to offer, regardless of organizational affiliation was a major reason we were successful.
- Developing a University-wide Ph.D. program in Urban and Public Affairs. The draft proposal has been designed by a University-wide committee, appointed by the Provost. Although the degree will be housed in the College of Urban and Public Affairs, it will draw some fourteen primary faculty from the Schools of Business, Engineering, Arts and Sciences and the College of Urban and Public Affairs.

Improving Linkages between the University and the Community

The University of Louisville is a large and very complex organization. One of our prime concerns has been to make it easier for the various constituencies to work with us. This, of course, requires a long-term process. Notable early successes are exemplified by a contract with the County Government in which funds have been set aside for the Urban Studies Centre to conduct a series of short-term surveys and to prepare policy papers for the County Judge/Executive. Under this arrangement, county officials need only to call the Urban Studies Centre and that staff will bring together the faculty resources from around the University to implement the project. The result: time saved by county officials, and the most efficient and effective use of University resources to respond to a community need.

In order to accomplish these, and other efforts, to serve in this unique role in the University environment, we have been fortunate to have effective leadership, endowed with patience and the ability to concentrate on refocusing traditional values within the academic setting.

The incentives must be appropriate and somewhat different from those normally associated with University life. For example, resource allocation cannot be tied to enrollment patterns at the school or college level. This reduces the need to compete and encourages complementary collaboration. The faculty and the various deans must understand and support a redefinition of ownership if the model is to work. There cannot be a University hat and school hat - schools may only have scarves!

Another goal, and one of the most difficult to accomplish, is the need for faculty to understand, perhaps in a different way, the notion of "responsiveness" to community needs. For example, it is necessary to become sensitive to the nature of the constituency and to develop the ability to think in terms of a research project which can be completed in a timely fashion. In addition, it must be recognized that not all research will result in an article in the "Journal of Comparative Obscurity." Service must be redefined so as to be more than a weak sister in the holy trinity.

DEVELOPMENT OF A STRATEGIC PLAN

One of the vehicles the University has used to gain direction and focus- one which attempts to manage the change rather than allowing the change to manage us - is an elaborate, yet reasonable strategic planning effort. This process consists of an extensive analysis of the University's external environment, internal strengths and weaknesses and institutional values. These studies were all analyzed by a University advisory group which provided the basis for developing University-wide strategic directions.

At the Unit level, the strategic plan for the College of Urban and Public Affairs includes several provisions for improving linkages and serving as a catalyst for change in the community. These include:

- establishing research and information partnerships involving the College and the community;

- lending support for a centre for labour management cooperation, with an emphasis on applied research, technical assistance and continuing studies;
- developing new programs which are responsive to community needs, such as: urban planning, occupational social work, and wellness; and
- determining the feasibility of developing additional programs relating to the prevention of delinquency, fire, and stress.

The strategic plan for the College also places emphasis on an increased collaboration among the various colleges and schools within the University. We have, for example, promoted the Urban Studies Centre as the University's social policy research arm. In implementing this notion, we have appointed some fifteen "Faculty Associates" to the Centre from different academic units in the University. Using this collaborative capability, the College, the Centre, and the University are in an advantageous position, whether in competing for federal, state, or local grants or in conducting internal surveys for the University administration.

The College of Urban and Public Affairs faculty is also working with the School of Education and the Division of Allied Health in continuing to develop a new program in family therapy. The program, as previously mentioned, was initiated in the College Program Centre and transferred to the Division of Allied Health. The plan also provides for a collaborative effort with the Urban Centre for Aging in the School of Medicine to establish a companion program in Gerontology in the School of Social Work.

In addition, also mentioned previously, the development of the Ph.D. program in Urban and Public Affairs is a University-wide effort and its success in attracting the Journal of Urban Affairs came largely as a result of the ability to bring together the most impressive team of scholars, regardless of their academic home.

One of the most interesting examples of the effort to provide linkages with the community through a University-wide collaborative effort is the provision in the strategic plan for systematically assessing the needs of the community and evaluating the results of our outreach program.

AN ASSESSMENT OF THE NEEDS OF THE COMMUNITY NEEDS ASSESSMENT PROGRAM

A community outreach program has been implemented with the goal of assessing public and private organizations' needs for University services. This program was developed in 1984 as a pilot Agency Needs Assessment Program by the College of Urban and Public Affairs through its Urban Studies Centre. The purposes of this program were as follows:

- To identify needs of state and local governments and private organizations in metropolitan Louisville to which the University might be responsive.
- To analyze the survey data and prepare a report which could be disseminated to all survey participants.
- To contact those organizations that indicated having resources to pay for University services to ascertain the specifics of their needs.
- To provide the requested service with emphasis on timeliness and quality.

The 1984 effort to reach out was well received by the community. Staff of the Urban Studies Centre conducted telephone interviews with administrators of 370 governmental units, businesses and community agencies. Seventy per cent of the respondents were chief administrators of the organizations being surveyed. The primary focus of the first survey was on research needs; 93 per cent of the organizations surveyed cited research needs which could be met by the University. The most frequently mentioned research needs (71%) related to the people or agencies served by the organizations, who they were, and what type of service they needed. The next most needed research concerned community relations and perceptions (67%), research on regulations and legislation (50%), and research on personnel matters (30%). State and local governments reported their greatest need was for information about service delivery and management. Businesses and nonprofit organizations most often mentioned a need for research into community knowledge of or acceptance of their group, as an aid to directing their public relations efforts.

This first survey also revealed that organizations have limited capacities to conduct their own research; only 28 per cent of the organizations have one or more full-time research staff members and only 9 per cent anticipate any increases in the near future. On the positive side, a large proportion of the respondents indicated that they have funds which they are willing to invest in social research. Fifty-two organizations reported having funds for cooperative research with the University and an additional 118 indicated a possibility that they would have research funds available the following year.

Another positive note is that the respondents showed great interest in working with the University. Nearly all state and local government officials showed an interest in developing a relationship or continuing an existing one with the University in the area of social research. About three fourths of the business respondents were interested in having the University provide them with social policy research services.

Following an analysis of the research needs data, a team of 23 faculty and staff members from the University, representing Urban Studies, Social Work, Systems Science, Labour-Management Relations, Business, and Education, telephoned 114 organizations which had indicated a high interest and potential funding capacity to work with the University on a cost-shared basis. Meetings were held with key individuals from 45 of these agencies who were authorized to make decisions about working with the University on a contractual arrangement. The meetings included either one top-level administrator and a special assistant (e.g., the Attorney General and his Executive Assistant); a group of top-level administrators from the same organization (e.g., Council on Higher Education); or a group of top-level administrators from several different organizations (e.g., Junior League, Business and Professional Women, and the YWCA decisionmakers).

Future of the Needs Assessment Program

The Agency Needs Assessment Program is being repeated in 1986 with an emphasis on research and training needs. The method of collecting data has changed this year in that needs assessment has been accomplished through a mail survey, following a telephone interview about the use of University services since 1984. Administrators from 390 organizational units in state and local governments, businesses, industry and community agencies responded to this follow-up survey and, of them, 95 per cent reported specific training needs, while 90 per cent indicated research needs. In regard to funds available to contract for University services, 61 per cent stated that their organizational unit had funds for training and 46 per cent said funds were available for research. Plans are being made to contact the organizational units which have resources available in order to ascertain the extent and nature of their needs. Following that contact, further discussion will determine the parameters of the University service.

The success of the pilot program has led to the decision to conduct an Agency Needs Assessment every two years immediately following the close of the Kentucky General Assembly session. The program has been institutionalized, insofar as it has been incorporated into the College strategic plan approved by the University President. This means that University general funds will support the program on an ongoing basis.

EVALUATION OF THE IMPACT OF UNIVERSITY SERVICES

Evaluation of macro-level projects in a university setting is virtually nonexistent. In response to this void, the evaluation of the University of Louisville's proactive efforts to stimulate change in its local urban environment was viewed as essential.

EVALUATION STRATEGIES

Two underlying assumptions were central to creating this evaluation system. First, it seemed important to monitor the (1) extent and types of technical information (including research) produced by the University for organizations in the state and local communities, (2) the quality of this technical information, and (3) the impact that the information has had on organizational policy and practices. Second, the University needed empirical data to direct its efforts to improve the quality and usefulness of technical information being delivered to organizations in state and local governments and to the private sector of metropolitan Louisville.

The decision was made in 1986 to develop and implement an evaluation system that could be used to monitor the impact of technical information produced and/or diffused by the University of Louisville faculty and staff. Creating this system entails: (1) identifying a sampling frame of organizational units that have the potential to use informational services that could be provided by faculty and professional staff; (2) surveying these units periodically to identify needs for and use of University informational services; and (3) analyzing this survey data for the purpose of responding to high priority agency needs and of developing alternative strategies to improve service delivery. The survey of the use of University informational services would be conducted every two years in conjunction with the Needs Assessment Program.

EVALUATION RESULTS OF THE 1986 SURVEY

As indicated earlier, universities are typically "apart from" rather than "a part of" the community in which they are located. While our sampling procedure does not allow us to determine into which category the University of Louisville falls, we are in a position to describe the type of University services since 1984 that have provided technical information to 476 administrators who work in state and local government, and business, and large industries of metropolitan Louisville. In addition we focused attention on the quality of University-based information and its impact on policy and practice of the organizations that were involved in the evaluation.

An inspection of the results of the surveys shows that the information received from the University was most frequently used in planning, research and evaluation activities. More that half (53%) of the respondents who had been exposed to University information used it for such purposes. Examples of this type of use include:

- determining potential need for new office buildings;
- determining the best method of storage of historical photograph collections;

- defining areas of responsibility;
- drafting legislation;
- helping to evaluate policies on patients' rights; and
- setting priorities for more important versus less important service areas.

Use of University-based information in personnel actions was the second most frequent (38%) information use cited. The data were used, for example, to:

- determine vacation pay for departing employees;
- modify a job classification;
- change the employee performance appraisal process;
- improve employee communications;
- restructure organization to reflect a new interest group or economic development.

The third most frequent use (35%) of the University-based information had an impact on service delivery, both in the use of information to develop new programs or practices and to modify existing ones. One common use reported, for example, was to improve service delivery. Specific service delivery uses mentioned were to change Affirmative Action programs, to set up or improve programs for the elderly, to establish more programs on patient education, to modify a housing program, and to implement a new healthcare plan.

Additional uses of University information included use in public presentations (31%) and use in the budgeting or funding process (21%).

When all possible ways in which University-based information could be used were totalled, it was found that 78 per cent of the administrators who reported being exposed to some type of information from the University of Louisville used that information in at least one of the ways mentioned above.

This examination of the respondents who participated in the baseline survey suggests that three out of four policymakers have been exposed to the University of Louisville's technical information. Further, it was determined that most of these administrators were satisfied with the information they received and evaluated its producers in a positive manner. Finally and most importantly, a majority of the respondents reported some use of University-based technical information. In the future, the most important consideration is to increase the number and percentage of organizational units that are exposed to the technical information produced by the University of Louisville.

SUMMARY AND CONCLUSIONS

Clearly, it is a difficult proposition to get a university to respond to urban needs. Truly, universities are typically "apart from" rather than "a part of" the community in which they are located.

At the University of Louisville, we believe we have devised a way to serve as a catalyst for change, through structural realignment, carefully focused strategic planning which includes a systematic assessment of urban needs, and a purposeful follow-up to that assessment to establish useful linkages.

Through the implementation of the opportunities for developing these linkages and an objective evaluation of the results, we are establishing an agenda for work which is product oriented. In addition, a cornerstone to the success of this effort is the capability for University-wide collaboration, so as to organize the resources in such a way that the community perceives the University as responsive to its needs in a timely fashion.

SERVICE MODELS FOR THE URBAN UNIVERSITY: THE CASE OF URBAN DESIGN

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Universities have unique institutional abilities when it comes to providing public service, especially in regard to urban design and development.

First, the university environment is well-suited to exploring alternative development concepts and strategies. Local governments and private consultants typically do not have the time to generate a broad array of options or to test and evaluate those options.

Second, universities are capable of long-term institutional commitments. They are less susceptible to the periodic shifts in local government policies which, in turn, can radically alter short-term urban development decisions. The political insulation surrounding a university is no excuse for ignoring local political realities. Rather, this modest degree of protection can be used to explore ideas which would otherwise be ignored.

Third, universities are more capable of withstanding local political controversy. Elected officials, for example, cannot easily explore a promising development strategy which has the potential to become a political liability.

If these assumptions about the university's unique advantages in providing public service are correct, at least in regard to urban design and development, then the next question is how these advantages should be employed. This paper explores this question at two levels. At the conceptual level several alternative models for university intervention are reviewed and their pros and cons are discussed. At a more detailed level, each model is illustrated with examples from the School of Architecture and Urban Planning (SARUP) at the University of Wisconsin-Milwaukee. All of these examples revolve around Milwaukee's urban growth, design and development.

Public Service and Local Communities

The term "urban university" seems almost to contradict the equally popular expression "town-gown relationships." The relationships between universities and their communities have always been stressful. These university-community relationships have often included non-supportive, even destructive behaviour. There seems to be a deep-seated antagonism between the two groups that surfaces from time to time and appears as anti-war and civil rights demonstrations, political unrest and other forms of confrontation. These episodes of confrontation sometimes make it difficult to provide public service. The point is simply that universities and the communities in which they are situated are often critical of one another and have occasionally intervened in each other's affairs.

Such interventions, however, can be mutually constructive rather than destructive. At the national level, for example, it is standard practice to receive funds granted by federal governments or private corporations. In most cases such research has proved sufficiently useful so that there is little public doubt that universities can contribute to the national welfare. At this national level there are many universities in which to find research experts and many federal programs seeking technical assistance. In this milieu it is not surprising to find numerous matching pairs of researchers and sponsoring agencies.

At the local level, however, the situation is different. It is far more difficult to make a one-to-one match between specific academic expertise and local needs. Moreover, there are fewer local sources of funds for research. Also, there are few, if any, long-term research efforts sponsored by local communities in comparison to research sponsored by national organizations.

Perhaps, more importantly, the difference in public service at the national versus the local level is a difference in emphasis in the type of service. Nationally, the university's role is most often characterized in terms of basic research or applied research. Locally, however, the university's role requires more direct emphasis on the welfare of the local community.

To provide meaningful public service, urban universities have adopted several specific models. Following are five models of public service to local communities. Each is illustrated with specific examples of work from the School of Architecture and Urban Planning at the University of Wisconsin-Milwaukee.

Model 1: The Urban Laboratory

It has been popular to refer to the urban environment surrounding a university campus as a laboratory. Faculty in the social sciences and selected professional disciplines use this rationale frequently as the basis for treating their own back yard as a testing ground for new theories. The critical point, however, is that the image of the urban laboratory has also been used as a rationale for public service. The argument for this typically presumes that new research will produce insights that can assist local leaders in improving urban conditions.

Many of us have learned, the hard way, that this approach is often naive and clearly one-sided. Most communities resent the implication that they are equivalent to experimental subjects to be manipulated by academics. The relationship of research scientist to research subject often sounds paternalistic or condescending. The good intentions of urban researchers backfire, and lead to conflict and further entrenchment of a destructive town-gown dichotomy.

On the other hand, the model implied by the urban laboratory need not necessarily lead to failure. It can work effectively, but not without the addition of a major component lacking in the canons of research methodology. Specifically, research must include the effective communication of research implications to the general public.

While faculty are well schooled in disseminating research results to their colleagues by publishing in refereed journals and preparing textbooks, they are not as familiar with the techniques needed to communicate research findings in a meaningful way to local community leaders. Tests of hypotheses and levels of significance need to be replaced by politically sensitive suggestions for action. Moreover, such suggestions must be presented at the right time to the right audience.

This is no small problem, nor should it be perceived by academics as a categorically less significant task than basic research. Almost any good scholar can point to published research which is relatively insignificant, trivial or, in the worst case, invalid. Conversely there are many vexing local problems, whose practical resolution often leads to new insights which stimulate the imagination and advance the state-of-the-art in many professions including medicine, law, engineering and the design arts. The point is not to detract from the traditional value of basic research, but rather to emphasize that the effective communication of meaningful research to local audiences is a legitimate challenge for academicians.

This requires a careful melding of talents and resources among university personnel, community leaders, elected officials, corporate heads, and the local media. It does little good, for example, to prove that the local mayor's development stance is wrong, unless it is done by another equally powerful political leader or group.

Our School has used the urban laboratory model effectively over an eight year period focusing on Milwaukee's urban waterfront development. One of the earliest efforts, in the School's urban planning department, was a policy analysis, conducted by students, which identified options for waterfront development.

Another early urban design project took a comprehensive look at downtown development and prepared a series of alternative projects for consideration by local officials. A key leader in downtown development efforts was included in this project along with a nationally recognized expert in urban design. A major public presentation of the student work was scheduled with the intent of attracting press coverage as well as informing numerous civic leaders who were personally invited to the presentation. The immediate result was the discussion of a wide range of new ideas concerning downtown design and development. These ideas influenced subsequent development decisions. The School's work was given considerable public credibility which helped, subsequently in several other School projects.

Following these projects were many similar efforts. A design studio class developed plans for a riverwalk. This project helped raise public awareness of an important issue which, in turn, ultimately led to implementation of a riverwalk plan. Several projects focused on other waterfront development problems including the use of underdeveloped lakefront parcels, the revitalization of a warehouse district and the potential expansion of recreational activities.

In all cases, publications describing the projects were prepared for a general public audience. In two cases, major public presentations were held for community leaders. Newspaper articles about these projects further disseminated the results. Most recently the same strategy of public interest was used to help promote ideas for the development of a world trade centre.

Today, there is perception among many community leaders that the School is a valuable resource regarding design and development issues - not in all cases necessarily, but in a sufficient number of situations to create a generally positive relationship. A dialogue has been established between the university and the community - a give and take in which community response to one project leads to the next. For example, during this last semester the School received three formal requests: a suburban city asked us to help develop a downtown plan for development; a neighbourhood group requested assistance in a 300,000 square foot adaptive reuse project; and a local church congregation is seeking planning and design assistance to develop a regional centre that would create new jobs and boost plans for a local cottage industry for new minority groups. This ten year history of projects illustrates that the concept of the urban laboratory can be turned around, such that the community actively seeks university intervention rather than considering such involvement as a threat to the public interest.

Model 2: The Faculty Member as Citizen

Another equally popular service model has been that of individual faculty initiative. In this situation, professors don the cap of publicly spirited citizens to serve on local boards, commissions, committees, panels and so on. It is not unusual for faculty to seek important political appointments or to run for office. One of our colleagues in the economics department was, in fact, elected to the state legislature and recently became our congressman. Ironically the department in which he was tenured refused to extend his leave of absence and consequently our university lost a significant, albeit informal, political affiliation.

This anecdote illustrates the inherent weakness of the faculty cum citizen as a service model. While faculty members can play important roles as individual citizens, the linkage between the university as an institution, and the local community is most tenuous. It is the individual, not the institution, providing the service.

The best that can be done within this model is to publicize the collective image of the faculty as providing public service. This requires strong contacts with local newspapers and other media who will feature occasional stories on the subject. It also requires faculty who understand the importance of asserting that their involvement in community affairs is part of their academic responsibilities rather than a mere coincidence.

In the case of Milwaukee's design and development history, many of our School's faculty have been continually involved in influencing waterfront development. These involvements were conducted by individuals in a manner formally independent from the university.

In 1979, for example, one of our faculty independently suggested to local officials that an international planning and design competition be conducted to promote waterfront development. The dean of our School was then appointed to chair the committee that oversaw the competition. The dean, at that time had also been appointed, by the mayor, to the city's planning commission. Two other faculty members have served, for four years, as members of a voluntary citizen task force addressing lakefront development issues. Several faculty have made presentations to neighbourhood and business groups concerning waterfront development issues.

Another faculty member and the dean are members of an advisory board for a non-profit group sponsored by downtown business organizations which organize lectures and exhibits to promote design and development improvements. Through all these involvements, the faculty have constantly met with local journalists, reporters and editors in order to clarify and present relevant issues.

In all, six faculty from our school have been active participants just in issues concerning waterfront development. Most recently, two university faculty members from outside our school have been brought into this milieu of citizen involvement, thereby broadening the base of university participation in waterfront development and strengthening the public's perception of the university as a valuable local resource.

In addition to waterfront related issues the faculty have worked in their capacity as private citizens on many other design and development activities. Three different faculty have served, over an eight year period, on the city's landmarks commission, addressing the issue of historic preservation. Another school administrator served on a panel giving awards for major public design improvements. Several faculty have served on local zoning boards. Many more provide technical assistance on architectural and design issues for other groups of which they are members including an art museum, several theatre groups and performing arts organizations, recreational groups such as boating clubs, religious congregations, and numerous neighbourhood groups.

Unlike formally sponsored research projects, there are no detailed records listing private faculty involvements in public affairs. An informal review of our school's faculty indicates that at least 40% are involved in such voluntary efforts known to the authors. If a thorough survey were made the actual percentage would probably be significantly higher. The service model of the faculty as private citizen can be powerful, but only if it generates a strong collective image among community leaders and the general public. In the case of our institution this has occurred due to the committment and interest of the faculty.

Model 3: Professional Practice

A third popular model, similar to the faculty as citizen approach, is that of professional practice. Within professional schools and departments, it is not unusual to view professional practice by faculty as a desirable, or even necessary activity. This attitude is common in schools of medicine, law, architecture, engineering and, in some cases, urban planning. The rationale is that faculty should not only keep abreast of the state of their profession, but also demonstrate innovations which push their professions ahead.

Professional practice as a means of public service is not just coincidental to a university's location - it has become a formally expected part of faculty behaviour, often included in documentation for promotion and tenure. The actual service provided, however, is still linked principally to individuals and not the institution. For example, if a faculty member, as a practicing architect, makes a mistake it is not the university which is liable for errors and omissions.

In the case of our School, numerous faculty have, as part of their professional practice, been directly involved in urban design and development. One faculty member won third place in the lakefront competition previously noted. Two others won a national research award for analyzing the competition results. In the same year, two others won an award for a theatre district plan. More recently, a sixth faculty member administered a competition for a riverfront-related project which was then won by a seventh member of our faculty. This may seem nepotistic, but for those familiar with the often fierce independence of individual faculty members, these events are clearly distinct achievements.

Many of our faculty design and construct buildings on a regular basis as is done in other schools of architecture. Several act as consultants in the fields of computer programming, acoustics, urban planning, real estate analysis, arbitration, behavioural research, graphics and design. Some are involved in businesses dealing with real estate development, energy conservation and design competitions.

Faculty are frequently officers in local and national chapters of their respective professional organizations. They have won numerous local and national awards for their work. All of this work collectively generates a strong sense of involvement in the professional community. It also enhances the image of the school as involved in the local community.

There are, of course, controversial issues regarding professional practice. For example, there is the recurring question of whether it is appropriate for faculty who are paid as public employees to be engaged in private practices from which they derive additional income. This is usually resolved simply by noting that this is a traditional pattern of activity which is necessary for all faculty in a professional educational program.

The other form of controversy usually concerns potential conflict between university faculty and the local professional who view faculty practice as undesirable or unfair competition. This issue too is often resolved by pointing to the limited extent of such competition, the need for faculty to be involved in professional practice, the fact that many local professionals are, in turn, hired as adjuncts, and that this overall pattern is not novel, but rather a commonplace phenomenon in professional educational programs.

Regardless of these potential controversies, continued professional practice by a faculty within a local community is a clearly viable and necessary form of public service.

Model 4: The Service or Problem-Solving Contract

The fourth model is a direct contract for services. It is identical in structure to standard university research contracts but differs in content. The service contract is intended to resolve a specific developmental problem-it need not have any relation to generating and testing new hypotheses. It may not even include an emphasis on applied research. Most often it requires innovative, state-of-the-art professional expertise which is not locally available or which, for a variety of political or economic reasons, is best sought from the university rather than other firms.

In other words, these are service contracts for creative problem solving. The risk of failure is usually higher than in conventional government or community projects. However, as the traditional locus of new knowledge and free expression, the university can claim legitimacy as the investigator of new ideas. When those ideas appear unsuccessful or ill-advised, the university is likely to suffer far fewer negative consequences, than local government units with annual elections.

Our School has received several such service contracts for planning and design projects. These have included a streetscape and revitalization plan for a business group, several neighbourhood development programs, a downtown riverwalk and, most recently, the planning and preliminary design for a major lakefront terrace and parking facility.

This last project - the Lake Terrace - is particularly interesting because the essential goal was to help resolve a long-standing public controversy over the use of a critical parcel of public land. In fact, the title of the project included the phrase "public participation," thereby emphasizing the university's role as one of promoting the discussion of ideas.

The Lake Terrace project involved creating a series of preliminary design concepts and, most importantly, communicating these concepts to a broad array of individuals and groups. These included elected officials in city, county and state government, the presidents and executive officers of major corporations, a variety of neighbourhood and business coalitions as well as several special interest groups involved with historic preservation, environmental protection, maritime history, real estate development, performing arts, fine arts, sports and recreation and commercial entertainment. There were well over sixty formal presentations.

The project also required developing a design for a 1200 car parking garage with a series of public gardens and pavilions located on top of the structure. The top of the structure became a terrace which physically and symbolically extended the downtown business district out toward Lake Michigan. Linking the downtown to Lake Michigan has been a vexing cultural and political problem extending back several decades.

The result of the project has been a significant increase in the prestige and standing of the School among local businesses as well as government officials. As of this writing, the actual implementation of the Lake Terrace project has been delayed. However, the School's role in the effort has been considered exemplary by most outside observers and, in particular the newspapers and other media who have reported on this issue for several years. Moreover, our participation in this effort has opened new doors and given us access to other officials and influential community leaders who previously did not consider the school as a viable participant in local public affairs.

Model 5: The Service Corporation

There is a fifth, more aggressive model for public service which should be elaborated. It is a model which has not yet been implemented at our institution but could serve as the goal for urban universities in the future.

This last model, referred to as a "service corporation" is an ongoing quasi-independent institution linking the university to its community. It is roughly analogous to the concept of the teaching hospital as part of a major medical university. As yet, there is no such standard form of organization for architecture and planning schools. While one or two such organizations exist, it is clearly not a common practice in the design disciplines. The only noteworthy exception was the large number of so-called "community design centres" which flourished only briefly in the late 1960s and early 1970s.

Attempts to create such institutions would obviously undergo significant debate by professional groups, who would perceive such service corporations as unfair competition, and by university administrators, who would question their legal and administrative structure.

On the other hand, there are examples of research units and "think tanks" which have individual corporate identities and are affiliated with universities. These organizations frequently provide consulting services which can be viewed as competitive with other private firms. If such organizations can serve the national needs of other industries, such as the agriculture, aeronautics, defense and health industries on the national level, then perhaps it is not unreasonable to promote such organizations to serve local urban communities in the areas of urban design, planning and economic development. Such service corporations could greatly assist in creating a valuable institutional linkage in town-gown communities.

While the University of Wisconsin-Milwaukee has no such corporation, our ten year history of activity on design and development could serve as a hypothetical example of the type of continued long-term involvement which could be provided. The recent work on the Lake Terrace is a good model of the type of project results which can be expected. It would be useful, therefore, to take a closer look at ways of implementing service corporations in public universities as an innovative approach to solving local problems, as well as advancing the state-of-the-art in urban design to development.

Conclusion

Public service is not the type of activity that can be easily or formally structured as part of an educational institution. The activities described above came about over a ten year period of concentrated work. Reflecting upon this history, however, there are several key lessons that can be transferred to other institutions and types of professional programs.

First and foremost, the leadership of the institution has to set an example by actively participating in public affairs. Second, faculty who follow this model should be rewarded with proper recognition and credit through personal communications as well as publications. Third, faculty who undertake these activities for several years should be rewarded directly by giving such activities greater weight in reviews for promotion and salary decisions.

Rewarding public service is not easy, since most evaluations regarding promotion and salary give significantly higher priority to the traditional roles of teaching and research. Public service, especially that which is conducted as a private citizen is often considered insignificant. Service conducted as a professional practitioner fares slightly better. Only service undertaken as part of a contract to the educational institution comes closest to receiving the credit given to traditional research contracts.

The point here is not that all public service should be considered equally significant to research or teaching but rather that it not be categorically considered as the lowest form of academic achievement. Once again it must be emphasized that there are numerous cases of published scientific research that many academics would consider trivial while many voluntary public service activities might be considered outstanding accomplishments.

It is, of course, difficult to evaluate accomplishment in public service. Simply counting the number of occasions of public service is as unreliable and invalid as counting published documents to measure achievement in research. There are enormous variations in the degree of difficulty, the level of quality, and the advancement of the state-of-the-art that occurs in public service just as is the case in research and teaching.

This paper has outlined several models within which public service activities occur. All of these models have the potential for significant achievement. The next step for urban universities is to reward these achievements with the same degree of rigour and the same high standards that we purport to use for research and teaching.

THE COUNCIL FOR HIGHER EDUCATION IN NEWARK

Norman Samuels, Provost,
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The Council for Higher Education in Newark (CHEN) is an informal but very active association, for political and academic purposes, of the four publicly funded institutions of higher education located in downtown Newark, New Jersey's largest city. The institutions are: a) The Newark campus of Rutgers, The State University of New Jersey; b) New Jersey Institute of Technology; c) Essex County College; and d) University of Medicine and Dentistry of New Jersey.

Brief Descriptions of Each of the Partners

a) Rutgers-Newark is one of three Rutgers university campuses in New Jersey (the others are located in New Brunswick and Camden); the Newark Campus has approximately 10,000 students and 500 FTE faculty positions distributed among 7 colleges (Law, Management, Arts and Sciences undergraduate [day and evening], Nursing, Criminal Justice, Graduate School); the campus occupies approximately 27 acres adjacent to the downtown business district; it is almost entirely a commuter campus, serving primarily the heavily populated urban and suburban counties surrounding Newark; the student population is approximately 25% minority; faculty are research oriented and meet a uniform standard for hiring and promotion in the Rutgers system; the campus is almost all modern construction (vintage 1960s and 1970s) and largely built on land cleared for urban renewal;

b) New Jersey Institute of Technology (NJIT) is a technological university with approximately 7,000 students, 350 FTE faculty; the campus includes a School of Architecture, an Arts and Sciences division, and a College of Engineering which is the principal unit; NJIT began as a municipal technical school a century ago and is now emerging as a public research university in technological fields; there are a number of important research institutes on the campus, a variety of undergraduate programs, and a research oriented faculty; approximately 25% of the engineers in the State are NJIT graduates; the NJIT campus is immediately adjacent to the Rutgers-Newark campus to the east, and Essex County College to the south; the minority enrollment is 24%;

c) Essex County College (ECC) is a two-year community college funded jointly by the state and by the county, and providing a number of terminal two-year associate degree programs as well as a number of programs preparing students for transfer to four-year colleges; ECC has approximately 5,000 students and 240 FTE faculty; the student population is over 80% minority, almost all from local urban school systems; the facilities are very new and attractive;

d) University of Medicine and Dentistry (UMDNJ) includes on its campus the city's major public hospital as well as facilities for its Medical School, Dental School, School of Health Related Professions, and Graduate School of Biomedical Sciences; there are approximately 2,000 students and 659 faculty; the faculty is research oriented, and a number of well known research institutes are located on the campus; the campus was built on 50 acres of land cleared for urban renewal and is a few blocks away from the campuses of the other three institutions.

Background, Origins and Modus Operandi of CHEN

All three institutions bear a similar relationship to the Department of Higher Education (DHE) which channels state funds to higher education institutions in New Jersey, although the specifics are different in each case. DHE approves all degree granting programs and changes in academic organization and is the channel for special state initiatives, grants, bond issues, laws and policies affecting higher education. The Rutgers-Newark campus is funded through the Rutgers University central administration (located in New Brunswick); UMDNJ maintains operations in Piscataway (Central New Jersey) and in Camden (South Jersey) as well, but the central administration resides in Newark; NJIT is primarily located in Newark but has small satellite operations elsewhere in the state; ECC must obtain its funding from the county as well as from the state, but the state approves the academic programs. This generally common relationship to the state as a source of funding and regulation has been one central impetus for the coming together of the four institutions of CHEN; the other is their common location in, and relationship to the City of Newark. Thus the consortium is as much political as academic in origin.

In 1971 a New Jersey Board of Higher Education (the governing body of the Department of Higher Education) study found great potential for academic cooperation and fiscal efficiency through the development of close collaboration among the higher education institutions located in downtown Newark. In response to that study the Chancellor of Higher Education established a council of Higher Education in Newark, with offices, a director and staff, and instructions to coordinate the efforts of the institutions in everything from course scheduling to joint academic programs. There was a great deal of activity, and a great deal of resistance on the part of the institutions and their governing boards who perceived all this as an autonomy issue; even very reasonable mechanical initiatives were regarded as state incursions. Not too much was actually accomplished and this first version of CHEN was disbanded in 1975, ostensibly for fiscal reasons. Although the four institutions interacted at many levels over the subsequent years, and developed a variety of bi-lateral programs and formal and informal relationships, it was not until 1982 that CHEN was re-established as a structured-but strictly voluntary association of the four colleges.

Since 1982 the heads of the four campuses meet regularly, (at least once a month), to discuss their common interests and concerns ranging across state and municipal political questions, local land use, academic program cooperation, and joint sponsorship of cultural events. Staff members in horizontally related areas across the four institutions (public relations, security, academic fields) have gotten to know each other as they worked on joint projects, and regularly cooperate. The level of personal trust among the campus heads has developed to the point where one or another is regularly delegated to represent the group at various political meetings and hearings. The level of academic cooperation among all four, but especially between Rutgers-Newark and NJIT, has increased regularly and markedly. There is CHEN stationery, there are CHEN brochures, there is a growing sense that the city's higher education community has a spokesperson. One very interesting result has been that the original reasonable objectives of the 1971 Baker-Wolfe (DHE) report have made much more progress toward fulfillment through the recent voluntary phase of CHEN than through the state mandated, centrally staffed, early 1970s phase.

Newark: The Urban Context and Challenge

CHEN functions in an urban context replete with the full array of problems which face America's troubled cities and the higher education facilities located in them. Newark is New Jersey's largest city (estimated current population: 300,000) and has a number of unusual strengths: it is the centre of an extraordinary transportation hub (Newark Airport, Newark Seaport/Containerport, the major Atlantic Coast rail line, major Atlantic Coast north-south highways, hub of state public transportation networks); it is half an hour away from Manhattan with the attendant business and cultural attractions; it remains the headquarters of a number of banks and insurance companies including Prudential, probably the largest financial institution in America; it has a cluster of higher education institutions which bring 25,000 college students into the city and which constitute a major employer segment (UMDNJ is probably the city's largest single employer with over 5,000 employees in its hospital and teaching facilities).

At the same time, the city has been steadily losing population, has a very high percentage of families living below the poverty level, a high percentage of population with minimal educational credentials, a very high rate of unemployment, and ranks high on all the usual indicators of urban woe such as crime and health problems. In physical appearance there are large areas of the city which are marked by abandoned burned-out housing, rubbish-strewn vacant lots, boarded up high rise housing projects.

In effect, Newark is really three distinct cities: one is the downtown district crowded by day, deserted at night, with its corporate headquarters and with a surge of new office construction over the past few years; the second is a vast industrial landscape including airport and seaport facilities and a whole network of older plants on the fringes; the third is where Newark residents actually live, and these neighbourhoods range from a few well-kept white ethnic immigrant areas with thriving retail life to desolate public housing areas with primarily black residents, very high crime rates and no retail or service facilities at all.

The city is totally dependent financially on federal and state funds; the real estate tax on homeowners cannot go higher; a large portion of land is held by government, educational and religious institutions which do not pay taxes. The political scene is less than inspiring: the city's Black residential majority has been translated into Black political leadership in the Mayor's office and Municipal Council as well as on the Board of Education, but the change from White to Black political leadership has produced few of the benefits expected by Black activists in the heady days of change in the 1960s and early 1970s. The Municipal Council and the Mayor have provided limited leadership in changing the direction of the city or in improving the quality of life and services. The city's Board of Education is sometimes accused of devoting its energies to politics and patronage rather than to improving the dreadful quality of the public school system.

How CHEN and the City See Each Other

The City's problems have obvious consequences for the institutions of higher education.

The City's crime rate and the blighted areas adjacent to the campuses have a severe impact on recruitment of students and staff members; concomitantly there are high costs for secure and adjacent parking, security forces, special transportation arrangements. The institutions must constantly contend with the suburban mindset which rejects the possibility of finding first-rate educational and research facilities near a decaying inner city. There is, then, a constant concern with countering-or improving-the image of Newark as a prerequisite to projecting a positive image of the educational institutions.

Rutgers-Newark, UMDNJ, ECC were all built within very recent memory, to varying degrees, on urban renewal land; the Medical School, in particular, was the focus of intense community resistance when in the 1960s a large swath of the Central Ward was condemned and bulldozed for the construction of a new hospital and teaching facility-an event which directly contributed to the Newark riots of 1967. In some measure, then, some of the higher education institutions were regarded as physical intruders destroying existing neighbourhoods and signifying the powerlessness of the primarily Black residents of the areas near the universities. Exacerbating these feelings, the Rutgers-Newark, NJIT and Medical School students and faculty were almost entirely White through the 1960s, and the minority community's impression of the institutional outlook was that it was wholly uninterested in minority and urban concerns.

The relationship between the higher education institutions and the political leadership has been significantly shaped by this community perception, by the tax-exempt status of the institutions and by an absence until recently of clear evidence that the institutions were contributing significantly to the City in terms of minority graduates and in terms of direct institutional efforts. (Essex County College, as a predominantly minority and predominantly local institution has not been regarded with the same degree of suspicion; UMDNJ as the largest provider of health care to the poor, through its hospital, paradoxically must absorb much hostility related to its hospital and emergency services rather than to its educational programs.)

At the same time a very large percentage of minority group law, medical, nursing, engineering, accounting and management graduates in the Newark area have come from the CHEN institutions. The immediate past Mayor was an NJIT graduate, two of the nine Municipal Council members are Rutgers-Newark graduates, numerous municipal and city school officials are CHEN institution graduates or students, and so the higher education institutions have become much more familiar over the past decade and are perceived more and more as positive resources for improving the city. Academic departments at the institutions in areas such as urban planning, the environment, health care, have been directly involved in joint projects with municipal agencies and civic bodies, building a sense that the institutions can contribute to the city's welfare. Direct, very visible involvement of prominent University leaders in civic affairs further enhances the same sense. The perception on the part of the financially powerful but politically over cautious, corporate sector that the universities have become an important potential attraction for downtown developers, and are important as a possible bridge between the establishment and city residents, helped forge a tacit understanding between the corporate and university sector which further encouraged the universities to play a more active role, often with corporate financial support.

Current CHEN Role in Newark's Redevelopment

a) The Newark Collaboration is a two year-old, 200 member civic organization seeking to unite all political and community levels in the interests of revitalizing the City. Its membership includes wall to wall representation of community, corporate, educational, cultural and political groups, and it has attracted significant foundation and corporate funding. Pulled together originally by a Prudential Vice President, it has appointed task forces to study and make recommendations on the city's problem areas, and its general meetings bring together the city fathers, corporate and university heads, and neighbourhood leaders.

The CHEN heads played an early instrumental role in working with Prudential to plan and structure Collaboration, to supply neutral turf for early meetings, and to provide leadership and contacts for the development of plans and projects. The CHEN group is represented on Collaboration's eleven person executive committee by the NJIT President, and CHEN heads serve as chairs of a number of the task forces. Typically the CHEN representative at a Collaboration meeting will be able to confidently offer "CHEN" assistance, secure in the knowledge that the three other institutions, in addition to his own, will make good on such commitments. Assistance offered by CHEN has included data analysis, studies of housing and employment needs, creation of small business incubators and minority small business assistance programs, and coordinating corporate-university-public schools partnerships to improve public education.

Of course, the overall Collaboration goals coincide with the self-interest of the CHEN members: improving city services, upgrading appearance and image, creating a supportive climate for development, and bridging the racial and social gaps in order to improve the quality of life in the City. Collaboration also offers additional avenues of contact between the universities and the corporate, political and public school leadership.

b) Years of general concern and separate institutional projects related to the immediate area surrounding the CHEN campuses have crystallized over the past two years in the University Heights Development Project. Indeed, University Heights has become the primary focus of CHEN'S non-academic activity, and the primary vehicle for its role in the re-development of Newark.

To rationalize their piecemeal efforts to upgrade the area and work more effectively with its community and civic groups, the CHEN heads decided on a comprehensive development approach which would seek to bring together community and institutional interests, and would seek to approach government and developers in a unified way. Initial studies were done by institutional in-house staff to map out the basic infrastructure of the area and provide data on housing stock, land ownership, and use, commercial/retail resources, and population and employment characteristics. A very general proposal for the comprehensive redevelopment and beautification of the area, and general improvement in the quality of life, was developed. Accompanied by glossy brochures and appropriate hoopla, political leaders at the state and local level as well as community and corporate leaders were invited for a major meeting in the summer of 1984 to unveil this proposed new cooperative effort. Great interest was expressed in the proposal, but it was very clear that no sane politician would get involved unless the Universities and the community groups in the area were able to come up with a common set of goals and an effective working relationship. Once those conditions were met, however, it was equally clear that the idea of government, universities and community groups working together to transform a badly blighted inner-city area had a great deal of appeal.

There followed seemingly endless meetings with community representatives and with municipal and state officials, and exploratory meetings with potential planners and developers. A single University Heights Planning Committee was established with an eleven person board representing a coalition of community groups, CHEN representatives, city and corporate representatives; the group agreed to operate by consensus. The State through the Department of Higher Education came up with a major planning grant to finance a professional comprehensive planning effort and the necessary technical studies. Administered through CHEN, the State funds also provided the community coalition with its own professional planner, and with resources for community meetings and informational efforts. At the stage of this writing, full consensus has been achieved on an overall plan developed by the professional planners; public presentation of the details awaits the blessing of the Mayor and the Municipal Council.

The overall University Heights area comprises approximately 1,000 acres in Newark's Central Ward and has an estimated current population of about 80,000 people. The core area of maximum concern to the CHEN institutions, however, is that fraction of the area which is located right between the Rutgers/NJIT/ECC cluster on the one side and the Medical School complex on the other. This core area is largely devastated and unpopulated and much of the land is owned by public agencies. Thus a phased development plan which concentrates first on the depopulated sections by building new houses and related amenities serves both the institutional and the community needs with minimal displacement of current residents. Intensive efforts to attract developers are underway.

The consensus plan that has emerged is an interesting study in the give and take which must characterize collaborative efforts of this kind. While the universities, for example, were initially concerned primarily with improving the image of the decayed neighbouring areas and with insuring expansion space for university-related activities, the community groups were acutely sensitive to lessons of the past, and were determined to turn the vacant land and burned-out areas into new housing to revitalize the neighbourhood for its residents. Through the slow building of trust, the universities came to accept that new housing, schools and parks would effectively improve the appearance of the area while also winning community support for campus related development. The community leaders came to understand the great value of the universities as a stabilizing force in an area that was continuing to deteriorate, as a source of employment, and as a resource for the improvement of education at all levels. The final plan designates a number of specific sites for new housing, for retail and civic purposes, for campus expansion, and for potential R & D development. The plan discusses the use of land for parking and traffic and it develops common political objectives for strengthening security in the area, improving transportation, and improving the public schools.

The University Heights project has contributed significantly to the evolution of CHEN as a partnership. Only two of the four CHEN heads sit on the University Heights Planning Committee; NJIT serves as fiscal agent for state funds coming to CHEN and University Heights for planning purposes; at a variety of meetings with politicians, community leaders, and developers, CHEN interests have been represented at times by only one or two of the four college heads. This has been made possible by the development of a high level of mutual confidence, and by quick and effective informal communication among the CHEN institutions. Further development of University Heights seems assured, and continuation of the process will doubtlessly contribute to significant upgrading both CHEN's physical environment, and its collaborative effectiveness.

Academic Collaboration Among CHEN Institutions

Collaboration at the academic program and research levels is generally bilateral and inter-institutional in nature rather than CHEN based, although the CHEN atmosphere certainly encourages joint educational programming. Full fledged joint degree programs exist at the undergraduate and graduate levels between NJIT, and Rutgers Newark in such fields as computer science (undergraduate), management (Ph.D.), and environmental studies (undergraduate), where both institutions have a strong interest and where competing efforts would be a great waste of resources. There are cooperative articulate programs between ECC associate degree programs and the related four-year degree programs at NJIT, UMDNJ, and Rutgers-Newark in fields such as business, various engineering technology areas, medical technology and nursing. There are four-year/two-year articulation efforts underway in a number of other disciplines, and the ECC two-year programs have received extensive input in course development from the appropriate departments at the other CHEN institutions.

Physical proximity and a cooperative climate have also fostered a rapidly growing level of course cross-registration by students at all four institutions, but especially between students at NJIT and Rutgers-Newark. At least 1,000 students cross registered for courses at one of the other CHEN institutions last year. NJIT School of Architecture students take art courses at the Rutgers-Newark Art Department, NJIT Engineering students take biology courses at Rutgers-Newark, Rutgers students take their medical technology courses at UMDNJ and their advanced computer science courses at NJIT. Cross-registration is facilitated by close cooperation among the Registrar's Offices and Business Offices which handle the costs of cross-registration directly rather than passing the burden on to the students, and by the adoption of common academic calendars and class schedules by NJIT and Rutgers-Newark. Many years of effort went into achieving these essential pre-conditions to cross-registration and joint programming. Cooperation among the institutional libraries, permitting students access to all the CHEN library resources, and recent efforts to achieve compatible computing capabilities have further expanded the potential for academic cooperation.

Research projects between departments and among individual faculty members include a range of collaborative work between NJIT and UMDNJ researchers in development of effective prostheses, modeling of circulation systems and computer analysis of data derived from a variety of physiological research projects. NJIT and Rutgers-Newark scholars are collaborating in a number of chemistry and geology projects and will soon be working together in the hazardous waste and the environmental improvement areas. UMDNJ and Rutgers professors are collaborating in neurosciences projects and animal behaviour studies. We have found that effective facilitation of joint efforts can often be achieved simply by bringing people in related areas together, or even by making them aware of each other's existence through administrative initiatives.

In support of the academic activities, the institutions cooperate in providing shuttle bus service to the major train stations, back-up security force cooperation and cooperative use of specialized facilities and equipment. The institutions have jointly sponsored major conferences and concerts, and other cultural programs.

Over the years, each of the four institutions has developed pre-college programs aimed at Newark's public school students. These range from SAT preparatory courses and summer basic skill programs to specialized science career programs, currently involving close to a thousand public school students in one structured course or another. During this past year the CHEN institutions agreed to establish a consortium for pre-college education in Newark and to channel and coordinate their further efforts through the consortial vehicle. A proposal was developed to focus efforts primarily at the 7th grade and 9th grade levels, and to structurally involve teachers and parents. Endorsement has been obtained from Newark's Board of Education and funding has been secured, once again, from the State Department of Higher Education. The consortium seeks to achieve a significant increase in the number of Newark students going on to college, and will focus primarily-although not exclusively-on students in the University Heights area, and on the troubling decline in Black enrollment at New Jersey's colleges. Once fully funded and developed, the project will reach at least 600 additional students in carefully planned and monitored in-school and on-campus sessions.

Related programs to improve and upgrade teacher skills, through specialized graduate courses and specific training programs in fields like Mathematics and English, are being mounted at Rutgers and tied in with the consortial approach. The Newark Collaboration inspired partnerships between corporations, universities and the public schools are following parallel tracks, but will also be coordinated with the pre-college consortium. In all these efforts, the individuals involved at each of the CHEN institutions are in regular working contact with their counterparts in the other institutions with a mandate to cooperate and share efforts wherever possible.

Instructive Lessons?

The jury is certainly still out regarding CHEN's longer term success, but some modest lessons do suggest themselves.

Neighbouring urban colleges can find strength in unity when confronting common challenges. Unified approaches to political and civic issues soften each institution's own exposure, reduce the waste of duplicative efforts and enhance the possibility of success by increasing the resources and influence brought to bear on a problem.

Voluntary associations with limited scope need not arouse fears about institutional autonomy. Concomitantly, CHEN supplies a useful example of a voluntary consortium succeeding where a state mandated one failed. At the same time, CHEN's experience does suggest that effective inter-institutional collaboration of this sort can benefit mightily from enlightened encouragement and help from state education officials. Some CHEN staff members do speculate, from time to time, about whether all this activity will lead eventually to the emergence of a single comprehensive public university in Newark uniting the four CHEN members. Interestingly, the campus heads see little practical point to such long term speculation. Their emphasis is current and pragmatic and looks to closer academic cooperation primarily where there are complimentary needs, especially between NJIT and Rutgers-Newark whose students, buildings and services most directly interface with each other.

The CHEN institutions have come to share a common view of many of the key issues; a little bitter experience in going it alone against the city's problems certainly has helped each one see the advantages of partnership. It is clear that making voluntary associations work requires institutional leaders to work together comfortably with a high degree of trust. Egos must be well controlled, and leaders must be able to make commitments without constant reference to their boards and colleagues.

CHEN's experience also cautions against the expectation that major urban problems can be solved by university, civic and corporate leaders in the absence of competent and determined political leadership. Developers need concrete assurances and assistance, and improving urban image and services requires tough decisions and lots of money; voluntary leaders can help create the climate for change, but they cannot directly manage change. We need political leadership for that.

All the same CHEN suggests that a united higher education sector can be respected and influential in the inner city, especially when it commits itself to broad "quality of life" goals and to consultative processes. Higher education still is seen as the road up for many city residents, and we have a deep reservoir of potential trust and influence which can be tapped.

PUTTING THE PIECES TOGETHER:
DOES THE URBAN UNIVERSITY HAVE A ROLE IN POLICY ANALYSIS?

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The Centre for Urban and Regional Affairs (CURA) was established by the Board of Regents in 1968 to help make the University of Minnesota more responsive to the needs of the larger community and to increase the constructive interaction between faculty and students, on the one hand, and those dealing directly with major public problems, on the other hand.

What does CURA do? Basically, CURA encourages and helps support University faculty and students (usually graduate students) who work on research projects growing out of major issues of public concern to the citizens of Minnesota. In virtually all cases this research is done in conjunction with persons, agencies, or community groups outside the University, often those in the public sector at the local, regional, or state level.

Sometimes CURA projects are proposed by persons or groups in the community, sometimes they are initiated by faculty members or students at the University, and sometimes they result from internal CURA staff discussions. CURA acts as a clearinghouse, making it possible for all parts of the University to share their expertise and resources with community groups and public agencies.

What does CURA not do? CURA does not teach courses or offer degrees--that is left to regular academic departments and other instructional units at the University.

CURA does not maintain a large professional research staff. Generally, the people working on CURA projects are University faculty and students, often supported for a portion of their time while they pursue a particular project. When the project is completed they return to their regular departmental responsibilities. Frequently, they bring new insights to their teaching and research as a result of their work on the CURA project.

CURA does not compete with other units or agencies; it coordinates resources across the entire University and throughout the Minnesota community.

CURA does not operate long-term, large-scale projects. If programs are successful, permanent homes are found for them in appropriate operating units or agencies; if they are not successful or cannot be maintained elsewhere they are discontinued.

CURA is supported primarily from legislative sources and from regular University funds and, on occasion, receives grants or contracts for special projects. Since CURA's mission is University-wide it is able to consider projects involving all parts of the University.

The range and variety of projects is extensive and has changed as the needs and concerns of the community have changed. There has been a continuing emphasis on housing, human relations, transportation, environmental management, social service delivery systems, local governmental organization, and improved information bases for better decision-making. More recently, there has been growing concern for community and urban development with particular emphasis on economic factors, income and employment, energy, human and social services, and neighbourhood organizations. These concerns will continue.

One important CURA emphasis is its support for research projects proposed and conducted directly by University faculty and graduate students. Usually, such projects are designed to contribute to the academic interests of the investigators as well as to enhance knowledge about current problems and issues. Often they are developed with the assistance of CURA staff and in consultation with interested persons from the community.

Recent examples illustrating the range of such projects include studies:

- comparing Minnesota's economy with other states,
- analyzing the development of condominium housing in the Twin Cities,
- evaluating the state's Shade Tree Program,
- assessing the St. Paul home energy program,

- describing the differences in the organization of outstate senior citizen centres,
- recommending design considerations in community-based facilities for handicapped persons.

In the past several years CURA has experimented with three more intensive and comprehensive projects involving major policy issues for the state. These policy studies are designed to inform state-level policy discussions on issues whose complexity is difficult to grasp through exposure to the popular media and about which a significant body of data exists but has not been drawn together in a single document or series of documents. Reports growing out of the studies are specifically designed for decision-makers and the public, to be comprehensive yet manageable, data-based yet readable. They are prepared not to reflect any particular political or philosophical viewpoint, but rather to provide a concise overview of the essential data and analysis available on the topic, integrated in a way that is useful to a lay audience.

The first of the three projects began in the days of the energy crisis and involved the interest of the state in developing its significant peat resource as an alternative energy source for Minnesota, an otherwise energy-poor state. In addition to questions of technical and economic feasibility, development proposals raised significant environmental issues. The second project examined federal and state governmental changes being promulgated in the early 1980s and identified the impact of these changes on intergovernmental relations, particularly those affecting Minnesota local governments-cities, counties and schools. The third project was stimulated by the movement to reform public elementary and secondary education in Minnesota, in which several prominent organizations were involved. CURA developed its project to enable interested faculty at the University to participate in an interdisciplinary study of the K-12 system.

There are three essential characteristics of the analytical approach employed by CURA in these studies. They are consistent with the role of a university in serving its community through applied research. First, the approach is descriptive in a comprehensive way. It assumes that it is useful to identify and describe all the various aspects of the issue or problem as well as the historical, social, political, economic, financial and regulatory contexts in which it exists. It also assumes that from that description will emerge compelling facts about the situation which will have implications for policy. The assumption here is that without the comprehensive view, the focus on particular elements of the issue may lack meaning or balance. Thus, the widest possible net is thrown out to gather data, studies, opinions, ideas, statistics and other information in an attempt to define the total universe that relates to the issue.

Secondly, the approach avoids assuming that conventional wisdom accurately reflects the actual situation. It does not assume that conventional perspectives are necessarily inaccurate, only that they may not be accurate. Instead it attempts to understand the full range of possible perspectives, taking all of these into account in the analysis. In this way the approach is designed to transcend individual paradigms and construct a more holistic view.

Finally, it is integrative and synthetic, seeking a formulation of the problem and a strategy for action which reflects a comprehensive examination of the issue. It seeks the creative combination of aspects which may be uncoupled in the conventional wisdom or within the current politics surrounding the issue. Through this synthesis there may emerge alternative definitions of the problem, previously undiscovered data and other evidence, innovative policy alternatives and perhaps even an entirely new formulation of the issue. Often policy makers determine their course of action through a "process of elimination," ruling out one alternative after another until one "best" option remains or a "compromise" position is determined. In this alternative approach an attempt is made to account for all aspects of the issue through a process of incorporation, reflecting an integrative view.

A wide range of methodologies are applied to achieve these three essential characteristics, outlined in the full paper submitted to the conference. I will highlight only those which most directly reflect the relationship of the urban university with its community and the role of faculty in conducting the integrative policy study. I will close my presentation with a few comments about the application of these studies.

The Importance of University/Community Relations

Throughout each study the researchers draw, not only on the resources of the university-faculty, graduate students, libraries, technical facilities and other resources--but also on community resources-experts in the government and private agencies; experiences of practitioners, including public officials, planners, advocates and citizens; and data sources in public agencies and private organizations. The community is utilized as a source of information and analysis, opinions and wisdom. This occurs during the collection of information, the integration and synthesis of that information, and to provide feedback-reality testing of the analysis.

Several specific methodologies reflect our assumption that what the community knows about the issue or problem being examined is essential to buttress the scholarly research which draws on conventional university resources and methodologies. In this way the studies incorporate an understanding of whatever community paradigms operate and thereby avoid a narrowing of the analysis through exclusive reliance on the paradigms operating among the academic disciplines of the university.

In conducting this type of integrative policy study the analyst specifically seeks out information sources which may yield new data and new perspectives on the problem to the extent they exist. This suggests that the analyst should create opportunities (and avoid limiting opportunities) to come in contact with as full a range of information sources as possible-whether conventional or not. The analyst seeks ways to transcend the boundaries of any particular academic, professional or political paradigm that may ignore important types of information. Several of these methodologies, while not exclusively reliant on community resources, draw heavily on the university's contact with the community.

First, the study seeks information from unconventional sources-those beyond the standard academic disciplines. An important part of this is "fugitive information," from disparate sources. These are data from usually unpublished material such as internal (though not necessarily private) government correspondence, working drafts of agency reports, internal staff memoranda or reports, correspondence between the project and knowledgeable people, and unpublished research and analysis. Much of this "fugitive information" comes from people in government agencies and private organizations.

Second, these studies utilize interviews and workshops with people directly involved in the issue or problem being examined. The purpose of these activities is to buttress other research methods by obtaining information from the people who deal with the issue "where the rubber meets the road."

While these people may have perspectives that reflect their close, but narrow involvement with the issue or may reflect some kind of "vested interest" in conventional ways of dealing with the problem, they are also people with intimate, often first-hand knowledge of the problem, hands-on experience with current policy approaches, and direct involvement in the current day-to-day discussions about the problem or issue. Out of this direct contact may come the most realistic assessments of the nature and scope of the problem and pragmatic ideas about better ways to deal with it. Thus, it is valuable to obtain the perspectives of those who are not detached from the issue-their views will likely vary from those of the scholars and policy analysts who see the issue from afar.

In addition, interviews and workshops are useful in identifying how various people think about the problem and its possible solutions, obtaining specific information on the issues, testing research hypotheses and verifying particular facts. It is also sometimes essential to talk to these people in order to construct an accurate picture of the history of the problem or issue and past efforts to deal with it.

Third, after putting all the information together, drafts of the policy reports are circulated among reviewers with a variety of viewpoints on the problem and its associated issues. Non-university reviewers are always utilized, along with faculty. Even in this later stage of analysis, the review process can reveal new information, ideas and perspectives. The review can stimulate further thinking among the reviewers who may have been interviewed or attended a workshop or provided information to the study in earlier stages of the analysis. The review also provides another chance to test hypotheses, uncover new facts and reveal any errors in data or analysis.

Thus, draft review is an integral part of the analytical process and another aspect where the reactions of community people are actively sought. Examples of such external reviewers include research staff from government agencies or the legislature, analysts from private organizations and knowledgeable officials in public or private groups.

Faculty Involvement

An essential component of these studies is the involvement of faculty from a variety of disciplines within the university, usually through assembly of large interdisciplinary panels of faculty with interests or expertise in the issue or problem being examined. We rely on these faculty for information, opinions and analysis-both during the development of the study and during the review process.

Often the interdisciplinary panels meet with members of the community in workshops or interview sessions. In this way the faculty have direct interaction with community people throughout the development of the analysis.

Two things are accomplished through this use of faculty. First, there is "cross fertilization" among university people from the various disciplines who are interested in or knowledgeable about the issue or problem. Second, this "cross fertilization" extends beyond the university through interaction between the community and the academy, thereby improving the knowledge base and understanding of both.

Application of the CURA Policy Studies

These studies are distributed within the University and to the broader community. Usually a press release about the study is issued by the University's news service. Often summaries of the studies are published in the periodic review of CURA-funded research, the CURA Reporter, which is mailed to 5,000 people in Minnesota and elsewhere. Copies of the reports have also been sent to libraries and to scholarly journals for review.

The CURA policy studies have been widely used in Minnesota by decision-makers, members of the public affairs community, as well as in the academy.

The CURA policy projects seem to be viewed as legitimate and useful both by faculty within the University and people in the community. The result has been that this work, like other CURA applied research, has fostered greater interaction among those in the University and those in the real world.

THE RELATIONSHIP BETWEEN INDUSTRY AND ACADEME

John M. Ashworth, Vice-Chancellor,
University of Salford

General Issues

It is current received wisdom that what is needed in the United Kingdom is a new relationship between Academe and Industry. The Advisory Council for Applied Research and Development (ACARD) and the Advisory Board for the Research Councils (ABRC) jointly called for such a thing in a study in which the Prime Minister made it plain that she had a personal interest ("Improving Research Links between Higher Education and Industry," HMSO, June, 1983 and The Leverhulme Study on Higher Education [also published in 1983] added its endorsement).

Now, there is nothing particularly new in all this. Distinguished personages seem to have been calling for such a new relationship before, during and after meals low in vegetable fibre and high in cholesterol for most of my adult life. What I think is new is the seriousness with which such ideas are being treated. The high cholesterol lunch is no longer seen as the most appropriate discussion forum. But before I turn to the nature of this new relationship it is, I think, just worth pausing for a moment and asking why if the problem has been recognised and talked about for all this time, we still feel the present situation to be so bad and still in need of much improvement.

I think we must accept that the relationship between Universities and Industry is always going to be complex and is often going to be fraught. The reasons for this state of affairs are many and various but amongst the most important are, I believe, the obvious factors:

i) Universities and Industry have quite different priorities and seek different outcomes from the relationship.
ii) University and Industry have a quite different legal status and thus very different management and decision making processes, and thus
iii) individuals in the industrial world and individuals in the academic world have quite different motivations, expectations, priorities and criteria for what they believe to be personal or institutional success.

Most important of all perhaps we must remember that neither the category "Industry" nor the category "University" describes an homogeneous set and this makes it very difficult to arrive at general conclusions or recommendations for change. In fact, I believe there are no such things, there are merely particular conclusions for particular industries and particular universities. (It will also be apparent by now that I am using "Industry" in a very general sense to include retailing, commerce and the public sector trading organizations as well as the manufacturing industries sensu stricto).

It follows, therefore, that co-operation between Industry and University can and must take many different forms and be directed at a number of very different objectives. Thus if anything of lasting value to either partner is to be achieved, it must be consciously managed. I therefore see the problem as essentially a problem of management. What do I mean by this? I mean that, as in any collaborative venture, both partners should:

i) define in as explicit a way as possible, and in as much detail as they can, their aims and objectives and above all communicate these to the other partner who will usually be ignorant of them
ii) set up the appropriate management structure whereby those agreed aims and objectives can be achieved
iii) devote the required quantity of resource to that collaborative venture (remembering that academics will usually underestimate that needed resource) and
iv) devise an appropriate procedure for evaluating the results of the exercise and reporting back on the success, if any, and the failures; some of which are certain.

The traditional academic management structure of universities, which in descending order of hierarchy goes Council, Senate, Faculties, Departments is, I believe, quite inappropriate as a means whereby this better University-Industry relationship can be achieved. This traditional structure is based on academic disciplines (such as Chemistry, Biochemistry, Sociology or History) and is concerned, and rightly concerned, with protecting the academic freedoms to teach, to research and to publish the results of that research without any let or hindrance except that provided by the Common Law. It is vital to a university's continued existence that these freedoms and the mechanisms whereby they are preserved - which are enshrined and embedded in a University's Charter and Statutes - be defended. We know only too well what happens to the intellectual and cultural life of a country which allows these academic freedoms to be compromised; as they have been in my lifetime in Germany during the 1930s, in Eastern Europe in the 1940s, South Africa in the 1950s, in Chile in the 1960s, in Argentina in the 1970s and in most of Latin America and Africa at the present time.

I will yield to no one in my defence of the traditional academic management structure of the universities and the purposes for which it was designed. I would readily concede, however, that good University-Industry relationships were not one of those purposes and are ill-served by those traditional management arrangements.

Industry is not interested in academic disciplines - it is concerned with immediate and pressing problems. Industrial concerns do not much care, as academics do, about "the Truth." They want workable solutions to their problems and they want them to time, to specification and to cost. An industrial firm does not have a Royal Charter or Statute conferring charitable status on it; it has articles of association, is subject to the Companies Act and had better make a profit. I sometimes wonder, not that relationships between Universities and Industry are so bad but that, given the obstacles, that they are sometimes so good.

It does not, however, follow from this that attempts to make that relationship better by making Universities more like businesses will necessarily succeed - indeed I feel sure, for the reasons that I mentioned above, that any politically inspired moves to alter the Charter and Statutes of a University will and should fail. What I think we need are not new management structures in Universities but additional ones. Universities must recognize that if they wish to have a better relationship with industry - and not all will necessarily want this - then they have got to adopt an appropriate managerial structure and invite industry's help in making that management structure effective. This management structure will often be complex, reflecting the complexity of the relationship but one, relatively simple and widespread concern, relates to the research activities of a University - so let me deal with that first.

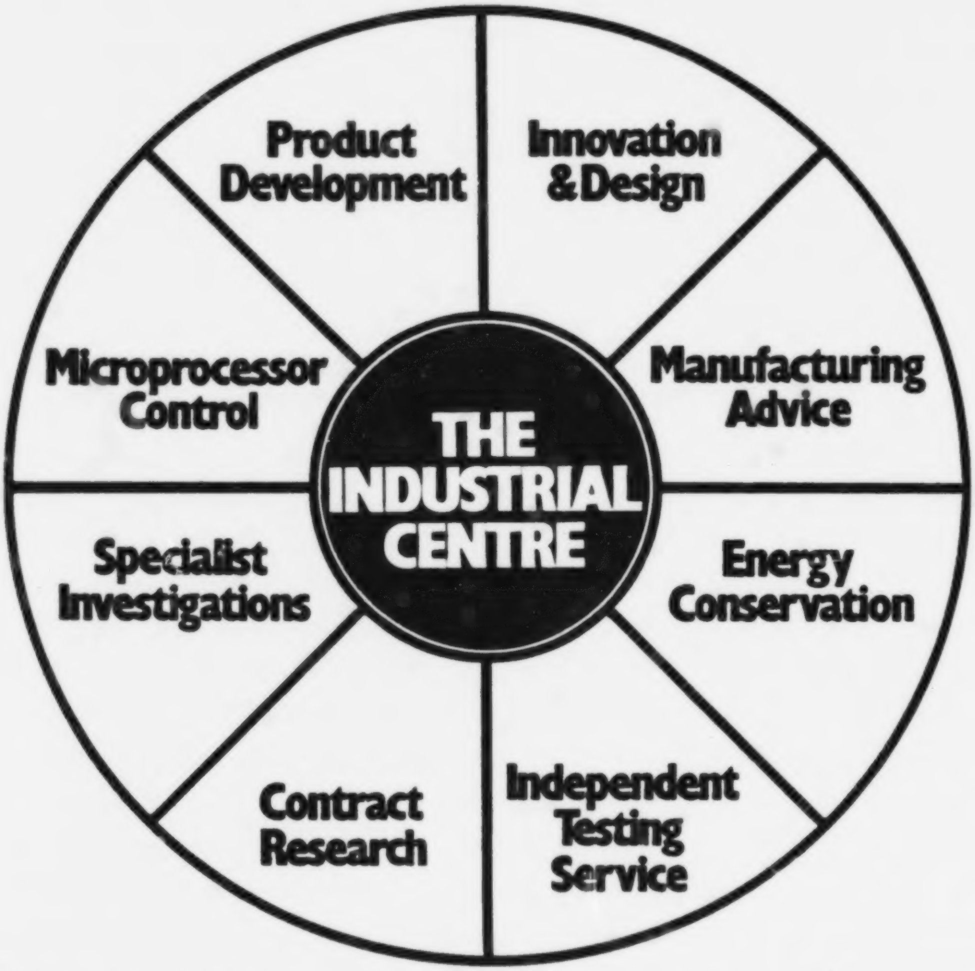
Contract Research and Development

When many people talk about "University-Industry" relationships what they have in mind is a very simple, if not simplistic, model in which universities are conceived of as reservoirs in which valuable knowledge and skills are locked up or contained and the problem is essentially one of finding a key with which this knowledge and those skills can be tapped and allowed to flow out into an industrial environment. There is something - not much but a little - in this notion and I wish to advance the simple proposition that in such circumstances the desired key is well known - it is a commercial contract. The industrial concern is a "customer" for the knowledge or skills and the university is a "contractor" for its supply. In such circumstances, to use words not my own: "the customer says what he wants; the contractor does it if he can; and the customer pays." Universities have, had difficulties with this "customer/contractor principle" not because it doesn't describe the situation reasonably accurately but because it presupposes a managerial competence and structure which, too often, has been lacking. Recognising this, to give an example from my own University, Salford set up what is now Salford University Business Services (SBS) Limited in 1967.

SBS is a company limited by guarantee whose profits are covenanted to Salford University. It is thus legally, organizationally and managerially quite independent of the University and has to trade at a profit like any other company in a market place defined by the Companies Act. It has a full time general manager, 70 other full-time employees (most of whom are professional engineers), a board of directors who are part-timers and include the Vice-Chancellor, Registrar and two professors of the University of Salford as well as local industrialists with a part-time non-executive chairman.

FIGURE 1

TECHNOLOGY AT YOUR SERVICE



Salford University Business Services Ltd

SBS sells technology and consultancy services to industrial, commercial and other organizations in a number of different areas (Figure 1). It has its own building on the University campus which was built with a grant from the city of Salford and was opened in 1982. The turnover of SBS had been growing steadily until the late 1970s when it reached the £ 0.5 million per annum level but recently with the award of a Department of Trade and Industry contract to manage the Manufacturing Advisory Service scheme in the North West turnover has gone up considerably and is approaching £ 5 million for 1986/87. Most of SBS's activities can be described as putting together and then managing mixed teams of academics and SBS staff. The SBS staff know that they have to deliver a specified product, to cost and to time to their customers and can be sued in the Courts if they do not (although we have never actually had that experience). They know where, amongst their academic colleagues, whether in Salford University or in the other institutions in the region, the needed technical or scientific knowledge resides and they know - only too well in some cases - of the difficulties involved in tapping that resource. They largely use that well known device - money - to get what they want, when they want it, and in the last quarter over 80 per cent of the individual consultancy earnings of members of staff of Salford University passed through SBS's books. As a director of SBS I thus have the opportunity of participating in the management of an activity of my staff which, as Vice-Chancellor, I find difficult - but given the nature of academic contracts of employment necessary - to control. I can also ensure that a proper pricing policy, including appropriate overhead costs, is adhered to by academics sometimes somewhat lax or naive in such matters.

Those aspects of the University-Industry relationship that can be formally described by a customer-contractor relationship are thus best managed, in my opinion, not by the University becoming more like a business but by the University setting up a subsidiary which actually is a business. However, even in this, the simplest and most trivial, case there are complications. Thus it would be inappropriate, in my opinion, for SBS (or any similar such organization) to engage in some activities which might be quite legitimate for a truly commercial organization - to set up a simple retailing operation for bought-in products, for example, or to adopt predatory pricing policies designed to capture an enhanced market share when those policies were backed, overtly or covertly, by the financial resources of the University. Conversely some activities which, of themselves, might not be attractive on strictly commercial grounds might be justified by the second order benefits they bring to the University or its staff. Many of SBS's design consultancies fall into this category, particularly those which involve small firms and which provide a virtually inexhaustible supply of examples and projects for teaching purposes. As I said earlier, this example of a customer-contractor relationship describes the simplest and in many ways the least interesting example of relations between Universities and Industry and I would now like to turn to those aspects of that relationship which cannot usefully be subsumed in the customer-contractor principle.

Organizational Issues

The first point to make is the obvious one that a University cannot manage its relationship with Industry in isolation from the rest of its activities. It is therefore vital that a University (and above all its staff) know what it is they are trying to achieve and understand what is expected of them. We in Salford have had to debate these issues very seriously since our recurrent grant from the University Grants Committee (UGC) was virtually halved in July 1981. Of course this debate has no end but in November 1982 Senate formally approved a statement of Aims and Objectives which summarized and codified our conclusions under the three headings of "Teaching," "Research" and "Technology and Skill Transfer." It was made clear that, and I quote, "the University seeks in particular to serve, through teaching and research the best interests (a) of industry commerce and the public service, and (b) of each of its students." You may be interested in how Salford University sees its responsibilities to its students; again I quote:

"The University's teaching is intended to result in graduates (bachelors, masters and doctors) with certain characteristics which at the same time

i) fit them for employment in industry, commerce or the public service
ii) make them responsible but not uncritical citizens of society, and
iii) allow them to develop their individual thoughts and aspirations.

These characteristics may be listed as follows:

a) the capacity to acquire, organize and systematize knowledge and thereby to develop what the Robbins Committee called 'the general powers of the mind',

b) the capacity to appreciate, to value and to make judgments- of what is beautiful, of good repute and fit for its purpose. This involves the education and training of feelings and emotions as well as implying a moral or ethical framework within which (a) above must be attempted,

c) the capacity to identify, formulate and then to solve problems and to make, design, organize, produce or construct useful objects and services, and

d) the capacity to co-operate with others; to value communal endeavour and achievement as well as competition.

In common with most other universities, the University would expect its graduates to possess the qualities in a) and b) above. The characteristics which distinguish a Salford graduate, the University believes, are to be found in c) and d). It is the University's intention that these problem-solving and organizing skills should be the particular qualities of its graduates - the ability to cope, to do and to deliver.

In most situations the practice of these skills will involve graduates in co-operation with others and thereby entail their developing the capacity to achieve an affinity of purpose with their fellows.

These qualities are what the University means by Capability; and by instilling them in its students the University's purpose is to Educate for Capability. As a consequence the University aims at all levels in its teaching programmes to inform academic instruction with the needs of professional training and to improve the professional training with the discipline of academic rigour."

Since November 1982 each Department has, in turn, formally adopted similar but more specific statements of its own Aims and Objectives with the view - of course - of drawing these up in managerially useful terms. For, having defined our Aims and Objectives, we need now to devise ways of systematically allocating resources in ways that will ensure that they are achieved. In particular we need to define an individual's role or task within the overall system and to support, judge and then reward those individuals appropriately. This implies a parity of esteem between the three headings: Teaching, Research and Technology and Skill Transfer that I mentioned earlier and thus rewarding demonstrable achievement in activities connected with the University's relations with industry on the same footing as achievement in teaching or research. This, in turn implies a coherent and transparent resource allocation system and, since staff time is the most costly resource, a purposeful and effective personnel management and career development system.

I have dwelt at some length on this point, not because I think other universities should necessarily imitate us in detail - indeed I very much hope that they will not since I am a fervent believer in greater diversity amongst British universities - but because I believe that all institutions, including universities, benefit from purposeful management and from clear and explicit statements of their aims and objectives in managerially useful terms.

I have also dealt at some length with these sometimes rather arid organizational issues because I believe that a University will only win the confidence of its industrial partners if it is seen by them to be addressing them with determination. Industry will only really be interested in those aims and objectives which it sees as relevant to its own purposes and so, for a University like Salford which has put a better and deeper relationship with industry high on its priorities it is, I believe, also necessary to have a high status, high profile organization within the University with which industry can identify and which is a visible sign of the University's commitment.

Campus

The purpose of such an organization is to develop and foster continuing relationships with outside bodies. Many of these relationships will have to be "tailor made," since different organizations will want or need different things of the University, and all will need constant nurturing if they are to be useful. It is difficult to be dogmatic about how large such an organization should be. At Salford the body that fulfills this function-

CAMPUS - is organized as a charitable trust with a Board of Trustees, a Director (Professor G. Ashworth, on secondment from the Department of Civil Engineering) and six staff (one of whom is on secondment from Barclays Bank). This is sufficient to enable CAMPUS to develop initiatives and to manage them through their experimental or proving stage. It is insufficient, however, for CAMPUS to become a parallel or "shadow" University administration. I think it vital, for a University like Salford, to recognize that our relationships with industry are everybody's (and thus a central) responsibility and the small size of CAMPUS, means that it must release projects, once it has started them and brought them to maturity, to be operated by the University's established structures. This implies, of course, that CAMPUS must maintain a credibility and goodwill for itself within; the University by being seen to be ready to work with and for all sectors of the University, in ways which suit them and, at the margin, to provide extra resources. CAMPUS, or CAMPUS-like, organizations should never be seen as primarily fund-raising operations, however. For example, if some CAMPUS initiatives generate customer-contractor type contracts then they should be handed over to, and managed by, SBS. All that could and should be expected is for the CAMPUS office and organization to pay for itself, since it cannot be a legitimate charge on a University's recurrent grant from the UGC.

Again, I do not want to be thought to suggest that all universities should set up a CAMPUS office - the acronym stands for CAMpaign for the Promotion of the University of Salford, which reveals its origins as part of our response to the July 1981 cuts in our UGC grant - but I do believe that all universities which wish to foster their relationships with industry will need to set aside a dedicated group whose primary function is to ensure that the interests of that University's industrial friends are represented on policy making bodies in the University. Let me now turn to some examples of the policies that I believe should be affected.

CAMPUS Academic Venture and Enterprise (CAVE) Fund

Central to a University's purpose and the feature that distinguishes a University from other institutions of tertiary education in the UK is research. One can therefore reasonably ask whether a University should have a policy for research; other, that is, than encouraging its employees to do some. I believe that the answer to that question for most universities will inevitably be "yes" if only because declining resources will force choices (and thus priorities) to be made between competing research activities. Only the very rich can afford the luxury of not having to make choices - indeed that is, I believe a good working definition of a rich University. But this begs the all-important questions of how those choices are to be made and by whom those priorities should be set.

In the statement of Aims and Objectives adopted by Salford University in November 1982 and from which I quoted earlier we draw a rather sharp distinction between teaching and research. It is not usual in British Universities to do this but I believe that in many disciplines - certainly in many areas of scientific or engineering research - the attributes needed by a good research worker are not self-evidently present in a good teacher (or *vice versa*). The logical corollary to this is that these activities should be separately managed and thus separately resourced. It is, however, not easy for a committee composed exclusively of academics - even when some of these academics are drawn from other universities - to take the hard decisions which are often necessary on research priorities. Recognizing this difficulty and also wishing to broaden the kinds of research that we do at Salford to include development and technology transfer activities, we turned to CAMPUS and our industrial friends for help. We have established a fund - the CAMPUS Academic Venture and Enterprise (CAVE) Fund - which is drawn in part from that fraction of the UGC Equipment Grant. Over the past three years the CAVE fund has allocated 750,000 to some 66 projects selected from about three times that number submitted by members of staff of the University. Those submissions were sent out for peer review by the CAMPUS office to our industrial friends and the final decisions on which to support and which to reject were taken by a committee of eight composed of equal numbers of senior academics and senior industrialists drawn from member firms of CAMPUS and chaired by myself. One of the privileges (or obligations) of CAMPUS membership has thus become the right to help decide the research policy of the University of Salford.

It is too early to judge how successful this innovation will be but three, perhaps somewhat unexpected observations can already be made:

1) the industrialist peers asked to review the research applications were strong defenders of, and sympathetic to, the aspirations of academics to do fundamental or pure research: ie., there is no discernable tendency to support so-called 'applied' research preferentially
2) by giving industrial organizations a chance to influence the nature of research projects at the planning stage and thus advance warning of possible research outcomes, the CAVE committee has, at times, functioned as a very effective technology transfer mechanism, and
3) by making it clear that the committee was interested in supporting "ventures and enterprises" rather than simply the traditional "research and development" a number of existing or novel activities were stimulated such as some overtly commercial or market-orientated enterprises as well as some research into the teaching and other activities of the University not normally considered suitable subjects for research by many academics.

I should also emphasize that not all of the money provided by the UGC for research purposes in these past two years has been allocated by the CAVE Fund mechanism. The balance has been distributed to departments to support the traditional scholarly activities necessary for any academic to keep up with his subject, to complement monies provided by the Research Councils or Government Departments and so on. Some of it, of course, is represented by a proportion of staff salaries. We have also not yet really addressed the question of the most appropriate fraction of our total resources to allocate to the CAVE Fund nor, indeed, have we really faced the issues that will arise if the CAVE committee were to act proactively - as I hope it will eventually. One development which will probably require, and will certainly benefit from, such a shift is the increasing tendency of academic research at Salford to be carried out in the context of a multi-disciplinary Research Centre rather than in a traditional University department. Since 1983, for example, we have established Centres for Instrumentation and Automation (involving members of the departments of Electronic and Electrical Engineering, Aeronautical and

Mechanical Engineering and Mathematics); Thin Film and Surface Research (involving members of the same departments as the Centre of Instrumentation and Automation and, in addition, Chemistry and Physics) and the North West Public Sector Research Centre (involving members of the departments of Political and Contemporary History, Sociological and Anthropological Studies, Civil Engineering, Economics, Modern Languages, Geography and the Collaborative Studies Unit).

In the near future a key policy question for the University will be which new Centres to establish and, equally important, which to disestablish. This "Centralizing" move is the logical outcome of rather deep-seated changes in the nature of academic research but it is obviously leading to a situation in which our research activities will, if we so choose, become managed in a way that those in industry will find nearer in style to their own. Research policy and management is one item on which I believe it necessary for us to begin to invite comment and assistance from our industrial friends. As important, I believe, is personnel policy for new policies, if they are to be successful, require new or different motivations and, often, new and different people to implement them.

Personnel Policy

Here again I do not want to give the impression that I believe that there is only one way in which these changes should be made - I suspect there are as many as there are universities - but it might help to make it clear what I have in mind if I briefly describe two contrasting initiatives which we have taken at Salford.

In 1982 the University Senate approved a proposal to establish a novel kind of professorial appointment - the "integrated chair." Holders of such posts have managerial responsibilities both in the University of Salford (they are based in an academic department and are full members of Senate, for example) and in the University's industrial or commercial partner. The salary and other costs of the Chair are shared between the University and the Industrial firm in the same ratio as the individual professor divides his or her time. So far seven such integrated chairs have been established:

- Gas Engineering (with British Gas)
- Aeronautical Engineering (with British Aerospace)
- Advanced Manufacturing Systems (with Dainichi-Sykes Robotics)
- Colloid and Surface Chemistry (with Unilever)
- Accountancy (with Coopers & Lybrand, a large accountancy firm)
- Applied Physics (with British Nuclear Fuels Ltd.)
- Transport (with British Rail).

Again the CAMPUS office has been of invaluable assistance with the often rather long negotiations needed to overcome the difficulties and obstacles which can prevent such joint appointments from being made. It is, I suppose, too early really to judge how successful such appointments will be but I am impressed with the way in which departments which do not currently have an Integrated Chair are beginning to seek one (and how one department is actively lobbying me for permission to establish a third!). I have also been struck by how helpful the holders of such chairs have been in areas, such as curriculum development, where, if I am honest, I had expected them to make little or no impact. I have long suspected that with institutional innovations nothing succeeds like serendipity and this may well prove to be another example of that adage.

The other initiative concerns, not new or novel kinds of academic, but the existing members of staff. One of the consequences of the cash flow crisis that was precipitated by the UGC's July 1981 cuts was that no promotions were made in 1981 and it seemed probable that the prospects of promotion of the existing members of staff were going to be blighted for some years to come. This prospect was, I think, the one that worried me most in those hectic days of late 1981 and early 1982 and again I turned to our industrial friends and CAMPUS for help. I said earlier that CAMPUS was not primarily a fund raising organization, and it is not, but the subscriptions that firms pay to become members of CAMPUS have left a surplus when the office overheads have been met. We asked the Trustees if they would allow us to use part of that money to establish a novel kind of appointment - the CAMPUS Temporary Promotion. Recommendations for such promotions from amongst existing members of staff are invited from chairmen of Departments, the Director of CAMPUS or the Vice-

Chancellor and are decided on criteria which principly concern activities carried out under the aegis of CAMPUS or in explicit pursuit of the University's objectives. All such promotions are for a specified period (usually three years) although they can be renewed for further periods. At present we have, for example, twelve tenured lecturers who are holding CAMPUS Senior Lectureships and are thus enjoying a salary and a position that would otherwise not be possible in the University's straightened circumstances. Since Integrated Chair appointments are also period appointments (usually 2-5 years depending on the Chair) this means that a significant fraction of the senior staff of the University of Salford are holding period rather than tenured appointments.

In addition to this temporary promotion scheme the CAMPUS office also runs a CAMPUS Reward Scheme whereby those members of staff who take on work on behalf of CAMPUS can be rewarded by having access to funds for professional purposes: eg. the purchase of equipment or books, the payment of conference fees, travel and subsistence expenses and so on. A number of members of staff have undertaken to be CAMPUS liaison officers and to act as "brokers" between their departments and CAMPUS members and they are rewarded for their efforts by this scheme.

Such schemes give tangible proof of the seriousness of the University's intentions to improve its relationships with industry in ways agreed with individual firms through the medium of CAMPUS and have undoubtedly also done much to convince the individual members of staff of the University that they must devote part of their time to such activities. The difficulty is, of course, that these activities are in addition to and not necessarily instead of those traditional activities of teaching and scholarly research that have always been expected of academics.

Implications for University Management

One implication of all that I have said so far is that the task of coping with these additional activities will place a heavy and qualitatively different burden on the Chairman of the University's departments. Indeed we are rapidly moving towards a matrix management arrangement (Fig. 2) with all the potential difficulties of divided loyalties, problems of communication across the matrix and confusion that can result when such a scheme is operated by weak or inept managers. There is thus an obligation on the University to train and support the Departmental Chairmen who are its key line managers and we have just begun to attempt to meet that obligation by holding regular briefing meetings with Chairmen, devising a Chairmen's diary (based on my personal experience whilst in the Cabinet Office of the usefulness of a Contingency and Precedents handbook) and by sending selected Chairmen on management courses. I accept, however, that we have only just begun to face up to what is required and we will have to do more.

FIGURE 2

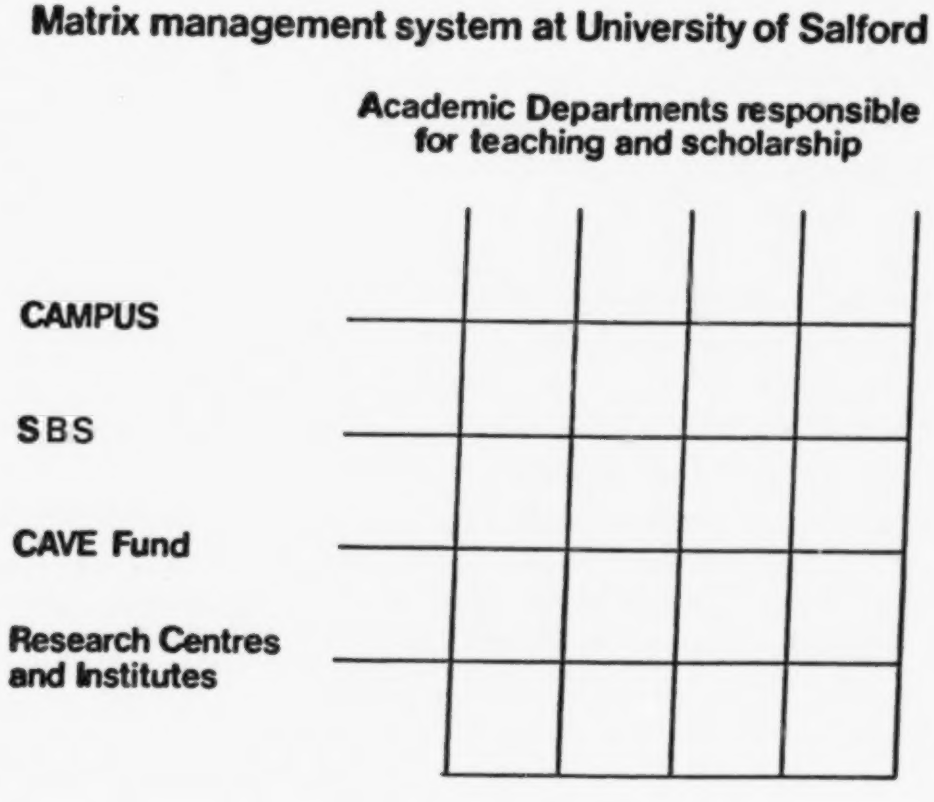

Matrix management system at University of Salford
Academic Departments responsible for teaching and scholarship
CAMPUS
SBS
CAVE Fund
Research Centres and Institutes

FIGURE 3

ANALYSIS OF INCOME BY SOURCE

University of Salford, Salford University Business Services Limited
and Salford Civil Engineering Limited

Year to 31 July

	1985		1981	
	£ '000	%	£ '000	%
UGC Grants	13,250		15,050	
Home Students Fees	1,753		2,994	
Total Income From Direct Public Funds	15,003	(61)	18,044	(84)
Self-Supporting Students' Fees	1,972		1,005	
Research Grants and Contracts*	3,016		1,175	
Consultancies	263		150	
Company Income (SBS Ltd)	2,901		536	
Self-Financing Courses	842		80	
Other	40		18	
	9,034		2,964	
Interest on Short Term Investments	650		453	
Total Income from Outside Sources	9,684	(39)	3,417	(16)
Total Income	24,687	(100)	21,461	(100)

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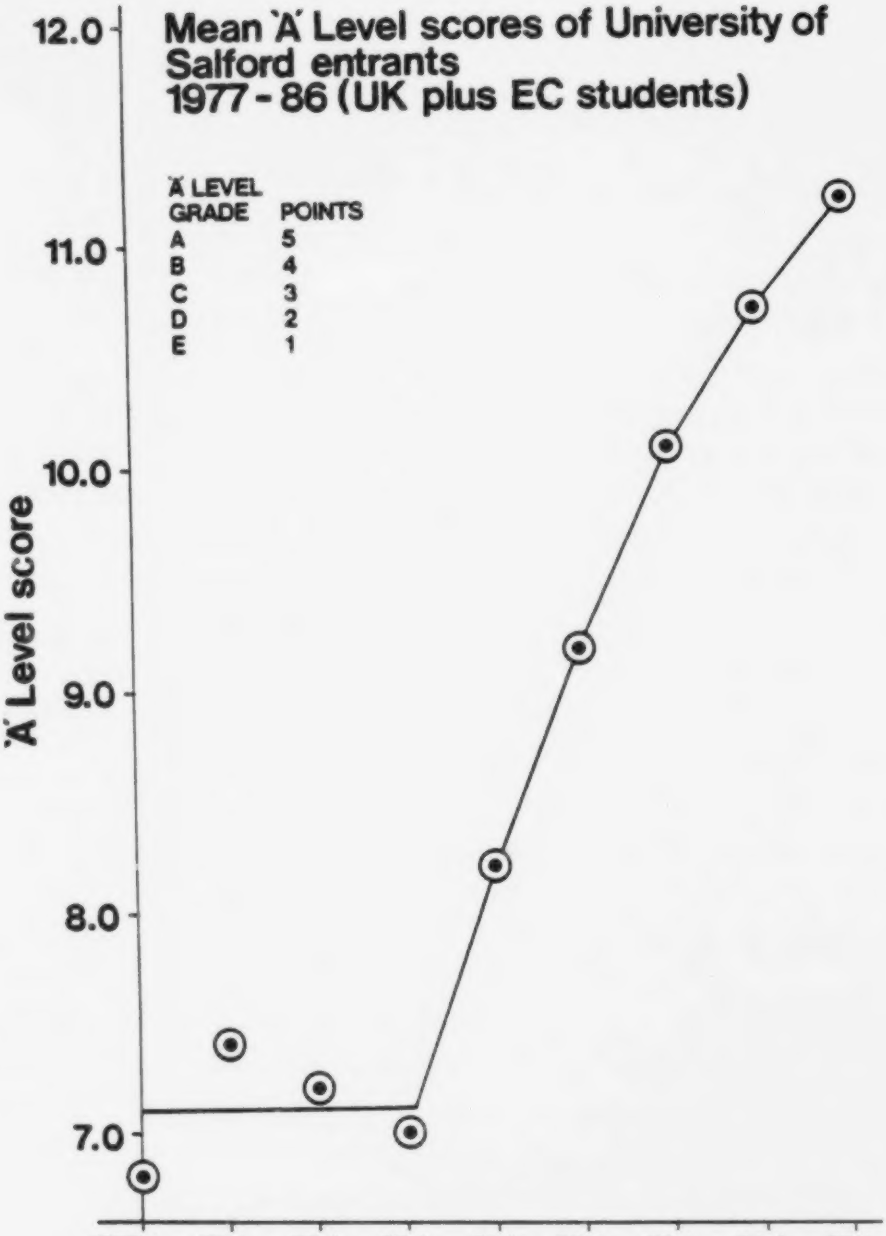
* half derived from the Research Councils and half derived from industrial firms and Government Departments.

Finally let me end by stressing the importance of good communications. The CAMPUS office is very concerned about this and attempts by a variety of means to keep its corporate industrial members and individual academics in touch: for example by publishing a regular magazine (CAMPUS Report), by holding peripatetic Summer Schools (a most successful and exciting innovation) at industrial establishments and by organizing seminars on special topics.

SBS has also appointed a marketing manager to its Technology Transfer division with help from the Department of Trade and Industry whose sole responsibility is to seek out fresh opportunities for SBS from amongst those members of staff who currently have little or no contact with it.

The University-wide debates that resulted first in our devising an academic plan in December 1981 to cope with the UGC cuts and then, in November 1982, with the adoption of our Aims and Objectives continue and will acquire a new lease on life as we begin to revise our personnel management and resource allocation systems this autumn. All this leads to a considerable amount of activity and takes up a lot of valuable time but, I believe, its importance should never be underestimated. If universities are going to build a better relationship with industry then they must expect to have to devote a significant amount of time and effort to it.

Good relationships do not just happen as a result of luck or good fortune but, if they do become good, luck and fortune seem to follow. Certainly that seems to have been the case with us for I think I should conclude by emphasizing again that what I have been talking about this morning are the managerial implications, as I and my colleagues see them, of building a more extensive and closer relationship between a technological university like Salford and Industry. However, O & M charts and novel personnel and resource allocation schemes have no point in themselves, they are merely means to an end.


Mean 'A' Level scores of University of Salford entrants 1977 - 86 (UK plus EC students)

Conclusion

What impact has all this, it might well be asked, for the traditional academic concerns of teaching, scholarship and research? The honest answer is that it is too early to tell since we are still in the process of implementing some of the changes to which we have agreed in principle, but what I think we can do is offer some reassurance.

First it is possible to increase a University's contract R & D income from industry without necessarily putting at risk the traditional research activities of a University. In Fig. 3 you will see that although we have considerably increased the gross income of SBS and nearly tripled the research grant and contract income from industry since July 1981 we have also increased such income from the Research Councils.

Second there is no evidence that the management effort we have put into our relationship with industry has harmed our relationship with schools - at least in so far as that is reflected in the academic standards of the students that they have sent to us (Fig. 4). It is difficult to know quite how to interpret data of the type shown in Fig. 4. Many factors must have contributed to that rise; the general cut back in student places; the general swing towards science and engineering and towards vocationally orientated courses must all have made some contribution. However, the fact that the scope is greater than that for the population admitted to the University system as a whole certainly must mean that our interest in a better relationship with industry is not seen by schools as being at the expense of other things - again there is no evidence of a zero sum game.

Finally, there is no evidence that the career prospects of members of staff of the University of Salford have been harmed by being associated with such activities. Indeed I gather that appointment boards at other universities have been very interested in how we are dismantling our Ivory Tower and have cross examined applicants from Salford rather closely about such matters.

Acknowledgements

I am grateful to my colleagues at Salford University for their help and support and, particularly to Mr. Ian Powell for his advice and comments on this paper which, nevertheless, remains my own personal responsibility.

RESPONSE TO THE RELATIONSHIP BETWEEN INDUSTRY AND ACADEME

Robert A. Corrigan, Chancellor,
University of Massachusetts at Boston

I am flattered to have been asked to respond, if only briefly, this afternoon to John Ashworth's extraordinary presentation - one that caps an exceptionally fine conference. We owe a debt of gratitude to the planners of this gathering who brought us from the elegant and comfortable musings of an urbane business Chief Executive Officer, (CEO), through the sage and occasionally biting observations of the learned politician, to the unsettling comments of a university head who may just be more managerial than Mr. Purves and more political than Mr. Fraser. Indeed, I am sorry that Mr. Purves could not have stayed for this Third Plenary Session. I have a suspicion that a businessman's almost casual acceptance of the traditional aspects of university organization and mission might have been more challenged than ours by the views of our British visitor this afternoon.

In preparation for this session, Nevin Brown sent me a reprint on Dr. Ashworth from what I persist in calling the "Paris" edition of the New York Herald-Tribune. Others of you may have received copies as well. Aside a photograph of a somewhat stern-looking Ashworth is a provocative quote from our speaker identifying himself as "the most unpopular university head in Britain, because I am doing and saying things that are considered ungentlemanly." The reporter observes, unfairly, I dare say, that "in the common rooms of Britain's universities...when the science dons meet to sip sherry and share grievances, his name is reviled." After reading his paper, en route to this conference, I could not help but conclude that this was not all journalistic hyperbole on the reporter's part.

The response to Ashworth in the common rooms of Oxford and Cambridge must be a bit like what our reaction to the outspoken president of a well-known private university in Boston would be if we invited him to our next meeting to discuss the setting of tuition rates at public colleges and universities.

I have had to sit through any number of dull papers in my twenty-five years of academic life, and I have contributed a few myself - some of you may recall my presentation at the Tampa meeting last year, for example! But seldom have I been as challenged as I have been this week by the careful observations of this most pleasant and civilized colleague. I wish that more of the fifteen campus CEO's in attendance at this meeting were still here, for two reasons.

1) This paper deserves a thoughtful, analytical review from a group like ours in an unhurried and careful fashion. It could be the subject of a full afternoon, and its implications could be the subject of a whole conference itself.

2) It is most challenging I think to Ashworth's contemporaries, the college and university presidents, here and abroad, who in their urban regions are struggling with similar concerns and challenges. I find parts of the paper unsettling not because of violent disagreement with premises and conclusions (I do have disagreements) but because of what the paper implies, if only indirectly, about the leadership, or lack thereof, on the part of campus CEO's.

I consider myself a fairly activist and not particularly "other-directed" campus head who has been occasionally criticized by students and faculty for what they perceived to be arbitrary decisions. I have arrested sit-ins, docked faculty wages for illegal walkouts, instituted twenty-seven new graduate programs (not always at the insistence of departments), absorbed an entire rival state college campus, temporarily abolished campus governance, eliminated on-campus cigarette vending machines, and at a school with more "Irish" students than any university west of Dublin, even closed down the student pub. But I am a veritable Casper Milquetoast compared to John Ashworth.

Not only does he have a clear and consistent academic vision, but, if I read the somewhat sketchy public record available to me correctly, he did not stumble on an occasion to test that vision but consciously chose the site and the time. He appears to have been able to manage an academic institution in the way that our severest critics in the industrial world fault us for not being willing or able to manage them. And to a hemisphere increasingly critical of the lack of forceful academic leadership, he brings a tale of success.

Is it any wonder that I am impressed, and a bit nervous?

Nervous, by the way, not because I am worried about criticism for not being him - nervous rather because I am concerned that there may be implications in what he has done that pose serious threats to parts of the academic status quo that many of us accept, despite our constant rhetoric of urban, non-traditional, responsive, social-scientistic terminology.

One listens to this paper and wants more information before jumping to conclusions, positive or negative.

I am reminded of Martin Smith's cautionary tale in Stallion Road:

> Hitler goes to Hell. The Devil takes him to different rooms to choose his punishment. In the first room Goering is nailed to a wheel and rolled through boiling oil. In the second room, Himmler is being devoured by giant red ants. In the third, Stalin is making love to Greta Garbo. 'That's what I want,' Hitler says, 'Stalin's punishment.' 'Very well,' says the Devil, 'but actually it's Garbo's punishment.' 'See,' (notes Smith's narrator) 'it helps to have as much information as possible.'

One listens to Dr. Ashworth and wants to know more immediately -

1) The Herald-Tribune notes at one point that Salford has "3,000 students working in red brick...laboratories," and then again that the "faculty has been reduced by nearly a quarter, to 340 tenured teachers and a dozen people on short-term contracts." Reduced, mind you, to 340 faculty for 3,000 students. These are Herald-Tribune's figures, not his. Is this accurate, I ask myself, feeling good about an eighteen-to-one ratio at UMass/Boston, and wondering what marvels one could arrange with a nine-to-one or better ratio as seems to be the case at Salford.

2) The same newspaper article concludes: "No Nobel Prizes are coming out of here," Mr. Ashworth says of work being done at Salford, "but every professor should be able to double his salary." This is an interesting notion, and one wonders how it translates into absolute figures and

institutional fiscal management. In some ways it is not a new concept. Take the University of Massachusetts Medical School, for example. When I arrived at the University, our medical school/hospital complex in Worcester was almost completely state supported. Today only fourteen per cent of the budget for this organization comes from state tax dollars, the rest is generated out of sponsored research fundings and fee-for-service income.

3) The Herald-Tribune notes that Salford is surrounded by a decaying factory neighbourhood, and indicates that under Mr. Ashworth, "competition for admission has become so intense that some courses have only twenty-five places for 1,000 applicants, a ratio similar to Oxford or Cambridge." Now, I have no idea what the normal British urban university ratios are, but I wonder where the potential students from that decaying neighbourhood are to find university seats. By analogy, if UMass/Boston were to ignore its surrounding urban constituency and be as selective as Harvard or Yale - our American counterparts to Oxford - we would be soundly, and rightly in my opinion, trounced by the press, the public, and our friends in the legislature for turning our backs on our urban mission.

But, Mr. Ashworth did not come here to talk of urban education in complex industrial and post-industrial societies, but rather to discuss industrial relations and university survival.

4) As an aside, he notes in the same article that "if a professor comes in with a purely academic project, such as a new dictionary of an obscure language, I acquiesce. but we agree then on how long the project should take. After that deadline, the research funding is cut off."

I admire that managerial style that can force some clear everyday thinking out of the academic mind, but I envy the public institutional research budget that can fund "a new dictionary of an obscure language," even after a seventeen per cent budget cut.

5) One wants to ask about the evaluation process. Having been a Provost at a university where engineers protested being evaluated by committees that included physicists, because their standards were irrelevant, I wonder about the level of tension on this topic at Salford.

6) And what is the nature of faculty governance at an institution where new forces not only influence policy but are invited to share in the control?

7) And what of institutional loyalty?

8) And peer-group pressure to conform to national or international standards for research that is more theoretical than applied? At the University of Massachusetts at Boston, we implemented an Environmental Sciences PhD several years ago with a focus, for obvious reasons, on urban harbours. We hired several well-regarded senior faculty and brought in some brilliant young scientists who increasingly feel pressure to do applied research on Boston Harbour, the least studied major urban harbour in North America. When assured that the administration will evaluate and reward applied research of a public-policy nature, these junior faculty point to the need to publish more theoretical research in key journals to gain disciplinary stature and hence mobility. Is our loyalty returned by theirs? Probably not, since every bright graduate student has been taught by his or her mentor that institutions are incapable of gratitude.

9) I would like to know more about the status of the seventy full-time engineers at SBS and their relationship to the institution and their more traditional faculty colleagues at Salford.

There is a lot more that I want to know and I suspect a lot more that this very interested and receptive audience would like to know about Salford.

In preparation for this session, I asked my UMass/Boston colleague from the John W. McCormack Institute of Public Affairs, Sandra Elman, to call around to other urban, public universities in the United States both to inquire about cooperative ventures between urban universities and the industrial/business sectors and to gather a list of the major problems with such linkages.

The response was very interesting, and I am grateful to Sandra for her help. Time does not allow for a description of the successful programs she discovered at such places as the Centre for Urban Studies at Wayne State University, and its Technology Transfer Network involving Michigan State, the University of Michigan, Western Michigan University, and the Michigan Technological Institute; or the Centre for Advanced Research in Biotechnology at Shady Grove, sponsored by the University of Maryland; or linkages at the

University of Alabama at Tuscaloosa, or the University of Akron, or the University of Texas at San Antonio. These among others are exciting ventures.

But Sandra Elman also discovered an obvious reluctance on the part of university presidents, chancellors, and heads of institutes and centres to identify their "most successful" cooperative ventures. To quote one president: "It's not politically wise both from an internal and external perspective to do so." Another said: "There may be a good deal of controversy as to whether a particular venture is successful."

That should not be surprising, because no one wishes to discuss unsuccessful ventures - in part because it is too early, and also because "the perception is that the mere identification of difficulties may endanger existing linkages and create new problems, if not exacerbating any already existing problems."

All of that is understandable. There is mounting concern over:

1) The diminution of traditional academic values and goals of teaching and research.
2) Allowing faculty to pursue their own charted course of inquiry.
3) Maintaining the university's credibility as an objective and impartial resource.
4) Potential conflicts of interest regarding trade secrets and the freedom to publish.
5) Leakage of information from an individual firm to domestic or foreign competitors when research findings are shared with academic colleagues in professional academic settings.

I have enumerated these comments because I believe that we have in the Salford experience of the last five years evidence of at least two lessons to be learned:

1) First, that there are still available to us new models for program delivery and institutional support that we can review and perhaps emulate.

2) And second, that after a decade of reading about the absence of presidential leadership at our universities, we can be emboldened to do something about that observed flaw. In the United States we are constantly reminded of the great leaders of the past - the presidents of Columbia, Harvard, Chicago, or Stanford, whose academic vision, strength of character, and ability to persuade,

led to fundamental changes in the nature of the university over which each presided.

I may have reservations - serious at times - about the implications of the Salford model, but I am enthusiastic about the quality of leadership that brought about the changes at Salford.

Since I have had a chance to read the text of John Ashworth's paper in advance, let me conclude by quoting without comment a few sentences that seem to me both to represent the essence of what makes Salford different and to raise serious questions for discussion - if not here, then elsewhere, if not now, then soon.

"Most of SBS's activities can be described as putting together and then managing mixed teams of academics and SBS staff."

"They (the SBS managers) largely use that well-known device - money - to get what they want, when they want it."

"I can also ensure that a proper pricing policy, including appropriate overhead costs, is adhered to by academics sometimes somewhat lax or naive in such matters."

"(Parity of esteem implies) rewarding demonstrable achievement in activities connected with the University's relations with industry on the same footing as achievement in teaching or research."

"I believe that all institutions, including universities, benefit from purposeful management and from clear and explicit statements of their aims and objectives in managerially useful terms."

"I think it vital, for a university like Salford, to recognise that our relationships with industry are everybody's and thus a central responsibility."

"I do believe that all universities which wish to foster their relationships with industry will need to set aside a dedicated group whose primary function is to ensure that the interests of that university's industrial friends are represented on policy-making bodies in the university."

"We draw a rather sharp distinction between teaching and research."

"The attributes needed by a good research worker are not self-evidently present in a good teacher, or vice-versa."

"It is...not easy for a committee composed exclusively of academics - even when some of these academics are drawn from other universities - to take the hard decisions which are often necessary on research priorities."

"Those submissions (from university staff members) were sent out for peer review by the CAMPUS (Academic Venture and Enterprise Fund) Office to our industrial friends."

"One of the privileges, or obligations, of CAMPUS membership has thus become the right to help decide the research policy of the University of Salford."

"(There is an) increasing tendency of academic research at Salford to be carried out in the context of a multi-disciplinary research centre rather than in a traditional university department."

"(Centralization leads to) a situation in which our research activities will, if we so choose, become managed in a way that those in industry will find nearer in style to their own."

"(Personnel policy is important, because) new policies, if they are to be successful, require new or different motivations and, often, new and different people to implement them."

"The salary and other costs of (integrated academic and industrial) chairs are shared between the university and the industrial firm in the same ratio as the individual professor divides his or her time. So far seven such integrated chairs have been established."

"(Recommendations for promotion) are decided on criteria which principly concern activities carried out under the aegis of CAMPUS or in explicit pursuit of the university's objectives."

"Those members of staff who take on work on behalf of CAMPUS can be rewarded by having access to funds for professional purposes: e.g., the purchase of equipment or books, the payment of conference fees, travel and subsistence expenses, and so on."

"The difficulty is, of course, that those activities are in addition to and not necessarily instead of those traditional activities of teaching and scholarly research that have always been expected of academics."

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The Institute of Urban Studies (IUS) was created by the University of Winnipeg in 1969 at a time when the city's "urban university" perceived a need to address the problems and concerns of the inner city. From the outset, IUS was both an academic research centre and an innovative, action-oriented community resource. The Institute has always been committed to examining urban development issues in a broad context and has never lost sight of the demands of applied research aimed at practical, often novel, solutions to urban problems. In recent years, however, IUS has expanded its research mandate to include the examination of issues faced by rural, remote and northern communities with a special focus on western Canada and the North.

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